Par. 8.2.1.1.52
330

Friday,
19th August, 1955

PARLIAMENTARY DEBATES

HOUSE OF THE PEOPLE

OFFICIAL REPORT

PARLIAMENT SECRETARIAT
NEW DELHI

Price Six Annas (Inland)
Price Two Shillings (Foreign)

CONTENTS

[VOL. IV, NOS. 1 TO 20 (DATED 25TH JULY TO 20TH, AUGUST 1955)]

COLUMNS

MONDAY, 25th JULY, 1955
Member Sworn 2919
Oral Answers to Questions—
Starred Questions Nos. 1 to 4, 6 to 15, 17 to 22, 24, 25, 27, 29 to 33, 36 and 37 2919—50
Written Answers to Questions—
Starred Questions Nos. 5, 16, 23, 26, 28, 34, 35 and 38 to 52 2950—58
Unstarred Questions Nos. 1 to 14 . . . . . 2958—64

TUESDAY, 26TH JULY, 1955
Oral Answers to Questions—
Starred Questions Nos. 53, 55, 56, 58, 73, 59 to 68, 70, 72 to 75, 78 and 80 2965—95
Written Answers to Questions—
Starred Questions Nos. 54, 57, 69, 71, 76, 77, 79 and 81 to 117 . 2995—3013
Unstarred Questions Nos. 15 to 42, 44 and 45 . . 3013—24

WEDNESDAY, 27TH JULY, 1955
Oral Answers to Questions—
Starred Questions Nos. 118 to 125, 127 to 129, 131 to 134, 136 to 138, 141, 142, 144 to 155 . . . . . 3025—55
Short Notice Question No. 1 . . . . . 3055—59
Written Answers to Questions—
Starred Questions Nos. 130, 135, 139, 140, 143, 156 to 163 3059—63
Unstarred Questions Nos. 46 to 73 . . . . . 3064—74

THURSDAY, 28TH JULY, 1955
Oral Answers to Questions—
Starred Questions Nos. 164 to 169, 202, 170 to 172, 174 to 177, 179 to 181, 183 to 185, 187, 188 and 190 to 192 . . . . . 3075—3103
Written Answers to Questions—
Starred Questions Nos. 178, 182, 186, 189, 193 to 201, 203 to 216 . 3104—13
Unstarred Questions Nos. 74 to 91 . . . . . 3113—22

FRIDAY, 29TH JULY, 1955
Oral Answers to Questions—
Starred Questions Nos. 217 to 221, 223 to 227,229 to 240, 242, 245, 248 to 254 3123—57
Written Answers to Questions—
Starred Questions Nos. 222, 228, 241, 243, 244, 246, 247, 255 to 273 . 3157—66
Unstarred Questions Nos. 92 to 125 . . . . . 3166—62

MONDAY 1ST AUGUST, 1955
Oral Answers to Questions—
Starred Questions Nos. 275, 277, 280 to 282, 285 to 292, 295 to 299, 303 to 305, 307, 309, 311, 312, 314, 276, 283, 293, 306, 313 and 308. . . 3183—3211
Written Answers to Questions—
Starred Questions Nos. 278, 284, 294, 300, 301 and 310 . 3211—13
Unstarred Questions Nos. 126 to 147 . . . . . 3213—22

TUESDAY, 2ND AUGUST, 1955
Oral Answers to Questions—
Starred Questions Nos. 315 to 317, 319, 320, 322 to 332, 334, 335, 337, 338, 340, 342, 344 to 349, 351, 352 and 354 . . . . .
Written Answers to Questions—
Starred Questions Nos. 321, 333, 336, 339, 341, 353, 355 and 356 .
Unstarred Questions to Nos. 148 to 167.

WEDNESDAY, 3RD AUGUST, 1955
Oral Answers to Questions—
Starred Questions Nos. 357 to 359, 364 to 368, 370 to 375, 377, 379 to 384, 386 to 392, 395, 398 to 400 and 402 . . . . . 3269—3301
Short Notice Question No. 2 . . . . . 3301—04
Written Answers to Questions—
Starred Questions Nos. 360, 361, 363, 369, 376, 378, 385, 393, 394, 396, 397, 403 to 411 and 413 to 418 . . . . . 3304—14
Unstarred Questions Nos. 19168 to 8 . . . . . 3314—32

	Columns
THURSDAY, 4TH AUGUST, 1955	
Oral Answers to Questions—	
Starred Questions Nos. 419, 420, 424 to 429, 431, 432, 434 to 437, 440, 443, 445, 447, 450 to 456, 459 to 461 and 423	3333—61
Written Answers to Questions—	
Starred Questions Nos. 421, 430, 433, 438, 439, 441, 442, 444, 449 and 457	3361—65
Unstarred Questions Nos. 199 to 214	3365—72
FRIDAY, 5TH AUGUST, 1955	
Oral Answers to Questions—	
Starred Questions Nos. 463, 462, 464 to 467, 493, 469, 468, 471 to 475, 477 to 481, 484 to 486 and 488 to 492	3373—3402
Written Answers to Questions—	
Starred Questions Nos. 470, 476, 483, 487, 494 to 496, 498 and 500 to 502	3403—06
Unstarred Questions Nos. 215 to 228	3407—14
MONDAY, 8TH AUGUST, 1955	
Oral Answers to Questions—	
Starred Questions Nos. 504 to 506, 508 to 514, 516, 519 to 522, 526 to 531, 536 to 538, 540, 542, 544 to 546 and 548 to 550	3415—46
Written Answers to Questions—	
Starred Questions Nos. 503, 507, 515, 517, 518, 524, 525, 532 to 535, 539, 543, 547 and 551 to 560	3446—55
Unstarred Questions Nos. 229 to 257	3455—68
TUESDAY, 9TH AUGUST, 1955	
Oral Answers to Questions—	
Starred Questions Nos. 561, 562, 564 to 567, 569, 570, 573 to 576, 578, 681, 582, 584 to 590, 597, 600, 568, 592, 563, 591 and 593	3469—98
Short Notice Question No. 3.	3498—99
Written Answers to Questions—	
Starred Questions Nos. 571, 572, 577, 579, 580, 583, 594, 595, 596, 598 and 599	3499—3504
Unstarred Questions Nos. 258 to 283	3504—14
WEDNESDAY, 10TH AUGUST, 1955	
Oral Answers to Questions—	
Starred Questions Nos. 601 to 603, 605 to 615, 618, 620 to 622, 626, 627, 631 to 633, 635 to 637, 639 to 642 and 644	3515—46
Written Answers to Questions—	
Starred Questions Nos. 604, 616, 617, 619, 623 to 625, 629, 630, 634, 638, 643, 645 to 657, 659 and 660	3547—57
Unstarred Questions Nos. 284 to 303	3557—64
FRIDAY, 12TH AUGUST, 1955	
Oral Answers to Questions—	
Starred Questions Nos. 661 to 667, 669, 672 to 678, 680, 682 to 688 and 690 to 693	3565—96
Written Answers to Questions—	
Starred Questions Nos. 668, 670, 671, 679, 681, 689 and 694 to 702	3596—3602
Unstarred Questions Nos. 305 to 308, 310 to 312 and 314 to 343	3602—20
SATURDAY, 13TH AUGUST, 1955	
Oral Answers to Questions—	
Starred Questions Nos. 703, 704, 710, 705 to 707, 711, 713, 715 to 717, 719, 722, 724, 725, 730, 731, 734, 735, 737 to 739, 709, 729 and 732.	3621—46
Short Notice Question No. 4	3646—48
Written Answers to Questions—	
Starred Questions Nos. 708, 712, 714, 717, 718, 720, 721, 723, 726 to 728, 733, 736, 740, 279 and 302	3648—54
Unstarred Questions Nos. 344 to 356	3654—60
TUESDAY, 16TH AUGUST, 1955	
Written Answers to Questions—	
Starred Questions Nos. 741, 745, 746, 749, 753 to 755, 757 to 759, 762, 767, 768, 770, 772 to 774, 776 to 780, 789, 782, 784 to 786, 788, 318, 497 and 764	3601—91
Short Notice Quettion No. 5	3691—93
Oral Answers to Questions—	
Starred Questions Nos. 742 to 744, 747, 748, 750 to 752, 756, 760, 761, 763, 765, 766, 769, 771, 775, 781, 783, 787 and 343	3693—3701
Unstarred Questions Nos. 357 to 381	3702—12

WEDNESDAY, 17TH AUGUST, 1955 — COLUMNS

Oral Answers to Questions—
Starred Questions Nos. 790 to 792, 796, 797, 799 to 809, 811, 812, 814 to 816, 818, 822, 823 and 825 to 829 . . . . . 3713—45
Written Answers to Questions—
Starred Questions Nos. 793 to 795, 798, 810, 813, 817, 819 to 821, 824, 830 to 851, 362 and 401 . . . . . 3745—59
Unstarred Questions Nos. 382 to 435 . . . . . 3760—86

THURSDAY, 18TH AUGUST, 1955
Oral Answers to Questions—
Starred Questions Nos. 853, 854, 857 to 857, to 865 869, 870, 872, 873, 876, 877, 879, 881, 882, 884, 888, 855, 871, 880, 887 and 875 . . . . . 3787—3817
Written Answers to Questions—
Starred Questions Nos. 852, 856, 866 to 868, 874, 878, 883, 885 and 886 3817—20
Unstarred Questions Nos. 436 to 451 . . . . . 3820—28

FRIDAY, THE 19TH AUGUST, 1955
Oral Answers to Questions—
Starred Qustions Nos. 889, 893, 898, 900, 902 to 904, 906 to 910, 912, 913, 916, 917, 920, 923, 924, 926 to 928, 930, 482, 899, 894, 897, 895, 905 and 914 . 3829—58
Written Answers to Questions—
Starred Questions Nos. 890 to 892, 896, 901, 911, 918, 919, 921, 922, 925 and 929. 3859—65
Unstarred Questions Nos. 452 to 472 . . . . . 3865—74

SATURDAY, 20TH AUGUST, 1955
Oral Answers to Questions—
Starred Questions Nos. 933 to 935, 940, 941, 943 to 945, 947, 948, 950 to 953, 957, 959 to 962, 968, 970, 971, 974, 975, 931, 938, 936, 949, 954, 965 and 972 . 3875—3908
Short Notice Question and Answer No. 6 . . . . . .
Written Answers to Questions—
Starred Questions Nos. 932, 937, 939, 942, 946, 955, 958, 963, 964, 966, 967, 969 and 973 . . . . . 3908—12
Unstarred Questions Nos. 473 to 513 . . . . . 3913—30

INDEX — I—174

Parliament Library Bui
Room No. FB-025
Block 'G'
Acc. No. 2545
Dated 06.02.38302

LOK SABHA

Friday, 19th August, 1955

The Lok Sabha met at Eleven of the Clock

[MR. SPEAKER *in the Chair*]

ORAL ANSWERS TO QUESTIONS

Displaced Students

*889. **Shri D. C. Sharma :** Will the Minister of **Rehabilitation** be pleased to state :

(a) the number of displaced students whose scholarships were stopped during the year 1954 ; and

(b) the reasons therefor ?

The Deputy Minister of Rehabilitation (Shri J. K. Bhonsle) : (a) The Ministry of Rehabilitation gives stipends to displaced students and not scholarship. Information regarding the number of displaced students whose stipends were stopped during 1954 is not readily available.

(b) A statement detailing the reasons for the stoppage of stipends is laid on the Table of the Lok Sabha. [*See* Appendix VI, annexure No. 1].

Shri D. C. Sharma : May I know if any relaxation of this rule is made if sudents fails to apply at the appointed time for the renewal of his stipend ? I have found that sometimes the students do not know the schools and colleges are closed—and therefore, a great deal of hardship is caused by the breach of this technical rule. May I know if any relaxation is made when there is a breach of this technical rule ?

Shri J. K. Bhonsle : The stipends are as a matter of fact, sanctioned by the Principals, Headmasters etc. But in this particular case if a student is done down, we shall consider it.

Shri D. C. Sharma : May I know what the Ministry means by 'improvement of the financial position of the parents'. There is, of course, a ceiling on incomes so for as grant of scholarship is concerned, but this is a very vague phrase.....

Mr. Speaker : He need not argue the point. The Minister has stated what it means.

Shri J.K. Bhonsle : As regards middle school students, if the income of pa ents or guardians is below Rs. 100, it is applicable. In the case of students going to high schools, the parents or guardians have to have an income below Rs. 150. That is how it works.

Shri D. C. Sharma : It has been stated in the statement that the stipend is stopped if the guardian receives some compensation. May I know what is the maximum amount of compensation which the guardian of a student is expected to receive, upon which the stipend will be stopped ?

Shri J. K. Bhonsle : In the case of aged, old and infirm and women in homes if they have got anything below Rs. 3000 as compensation, Government help their sons and daughters to complete their studies upto Matric. In the case of others we only help those students to complete their studies in that particular year.

Shri B. S.Murthy : May I know whether any assistance is being given to get the children of the refugees admitted in some of the schools where admission is denied ?

The Minister of Rehabilitation (Shri Mehr Chand Khanna) : That would be a matter for the State Government. The Government of India do not come into the picture.

Bandung Conference

*891. **Shri Raghubir Singh :** Will the **Prime Minister** be pleased to refe to the reply given to starred question No.816 on the 12th March, 1955 and state

(a) the total expenditure incurred on convening the Bandung Conference ; and

(b) the amount contributed by each sponsoring country so far ?

The Parliamentary Secretary to the Minister of External Affairs (Shri Sadath Ali Khan) : (a) and (b). The accounts of expenditure incurred on Bandung Confernence have not yet been finalised. However, from the charges so far approved by the Conference Secretariat, it is anticipated that the

total expenditure will be in the neighbourhood of 4 million Indonesian rupiahs. Each of the five sponsoring countries will be required to pay 8 lakhs rupiahs, which is roughly equivalent to Rs. 3,33,000.

श्री रघुनाथ सिंह : इस के ग्राफित के एक्स्पेन्सेज क्या होंगे ?

श्री सादत अली खां : जैसा मैंने ग्रभी ग्रर्ज किया, यह सब बातें तो ग्रभी तय की जा रही हैं ।

Shri Kamath : Is it a fact that India's contribution to the Bandung deliberations was not commensurate with the expenditure incurred thereupon by India judging by the remark that the Prime Minister's personal adviser, Shri V. K. Krishna Menon made to General Romulo of the Phillipines ? The remark is this :

> "You will have to excuse the way my boss is acting here. He really is inexperienced as far as international conferences are concerned".

Was this correctly reported, and if so, was it worthy of a person who is handling high diplomacy ?

Shri Sadath Ali Khan : It is so difficult to wiegh the money spent and contribution made intellectually or diplomatically in the same scale. As regards the other point, to which the hon. Member referred, I am sure the report is incorrect.

Shri Kamath : I am reading from a very sober paper. *The Hindu.*

Mr. Speaker : Whatever it is. We need not deal with Shri Krishna Menon's remarks.

सेठ गोविन्द दास : क्या यह बात सही नहीं है कि बांडुंग सम्मेलन में जो कुछ हुग्रा उस से ग्रन्तर्राष्ट्रीय क्षेत्र में भारत वर्ष का स्थान बहुत ऊंचा हो गया है ?

श्री सादत ग्रली खां : यह बिल्कुल ठीक है ।

श्री कामत : कितना ऊंचा हो गया है?

सिक्किम

*८६८. **श्री भक्त दर्शन** : क्या **प्रधान मंत्री** २२ ग्रप्रैल, १९५५ को दिये गये तारांकित प्रश्न संख्या २४७९ के उत्तर के सम्बन्ध में यह बताने की कृपा करेंगे कि सिक्किम के विकास के लिये सात वर्षीय योजना को क्रियान्वित करने में ग्रब तक क्या प्रगति हुई है ?

वैदेशिक कार्य मंत्री के सभासचिव (श्री सादत ग्रली खां) : सिक्किम विकास योजना को पूरा करने के लिये खासकर सड़कों, मकानों, सड़क यातायात, जंगलों, डाक्टरी, जन स्वास्थ्य ग्रौर शिक्षा के बारे में काफ़ी तरक्की की जा रही है । खेती बाड़ी, पशु पालन, बागबानी ग्रौर बिजली पैदा करने के विकास के लिये, कई स्कीमें शुरू की जा चुकी हैं । १९५४–५५ के दौरान में इन कई योजनाग्रों पर ८,३०,००० रु० का कुल खर्च किया जा चुका है ।

श्री भक्त दर्शन : क्या मैं जान सकता हूं कि इस योजना पर कुल कितने खर्चे का ग्रनुमान लगाया गया है ग्रौर उस में सिक्किम दरबार का कितना हिस्सा है ?

Shri Sadath Ali Khan : A loan of Rs. 223 lakhs will be given to the Sikkim Darbar as aid and technical assistance.

श्री भक्त दर्शन : क्या यह सच है कि सिक्किम दरबार के निमंत्रण पर हमारे बहुत से भारतीय कर्मचारी वहां पर कार्य कर रहे है ? यदि हां, तो मैं जानना चाहता हूं कि उन को किन शर्तों पर वहां दिया गया है ? ग्रौर क्या यह सच है कि बहुत से कर्मचारियों को वहां जाने के बाद वापस कर दिया गया है ?

श्री सादत ग्रली खां : नहीं, वापस करने का सवाल नहीं है । लोग वहां जा रहे हैं ग्रौर वह मुख्तलिफ कामों में लगाये जा रहे हैं ।

श्री भक्त दर्शन : सिक्किम के रास्ते भारत से तिब्बत का जो मुख्य व्यापार मार्ग है, क्या मैं जान सकता हूं कि इस योजना

के अन्दर उसे उन्नत करने के लिये कौन कौन से कदम उठाये जा रहे हैं ताकि कैलिम्पौंग से लासा तक यातायात की पूरी सुविधा प्राप्त हो सके ?

Shri Sadath Ali Khan : I would like to have notice.

Silk Fabrics

*900. **Shri Radha Raman** : Will the Minister of **Commerce and Industry** be pleased to state whether Government have taken any decision on the demand of the Silk Merchants' Association, Bombay for lifting the present ban on the import of silk fabrics and for introducing a quota system ?

The Minister of Commerce and Industry and Iron and Steel (Shri T. T. Krishnamachari) : Yes, Sir. It was decided not to make a change.

Shri Radha Raman : May I know whether this ban has improved indigenous silk production in the country in some form ? If so, in what form ?

Shri T. T. Krishnamachari : It is very difficult to say if the indigenous production has been affected by this ban in any particular manner. Obviously, if there is a demand for silk fabrics and that demand is not met by importation of cheap fabrics, there must be a demand for Indian fabrics. But we cannot precisely measure it in quantitative terms.

Shri Radha Raman : May I know to what extent India is deficient in the production of silk ?

Shri T. T. Krishnamachari : That, I think, is a question somewhat away from this subject. But we need about 5 to 6 million lbs. of silk. We produce about 40 per cent. of it in India.

Dr. Rama Rao : May I know if Government is going to consider the possibility of any removal of the ban, which if done will sound death-knell of the silk industry in India ?

Shri T. T. Krishnamachari : I cannot quite understand the import of the question. May I ask the hon. Member to kindly repeat it ?

Dr. Rama Rao : While considering applications from vested interests will Government keep in mind the effect of the removal of this ban on the Indian silk industry as such removal will sound the death-knell of the industry in India ?

Shri T. T. Krishnamachari : We always keep these things in view.

Shri M. S. Gurupadaswamy : May I know whether the hon. Minister is aware that since the last two months the prices of cocoons have gone down considerably due to the import of silk from China ?

Shri T. T. Krishnamachari : I am aware of it, the prices of cocoons have not gone down to the limit of uneconomic production.

Khadi

*902. **Pandit D. N. Tiwary** : Will the Minister of **Production** be pleased to state the percentage of increase in the production of Khadi since the rebate on the sale of Khadi was introduced ?

The Parliamentary Secretary to the Minister of Production (Shri R. G. Dubey) : About 165 per cent.

Pandit D. N. Tiwary : May I know whether the opening of the emporia in different big cities has helped in capturing the market of fashionable people ?

Shri R. G. Dubey : I think so ; looking to the increase in sales in these emporia, that inference is correct.

Pandit D. N. Tiwary : May I know whether the sales departments of these emporia are over-staffed and therefore the cost increases ?

Shri R. G. Dubey : I think it is rather too early to judge ; we should wait for some time.

Rural Electrification

*903. **Shri C. R. Chowdhury** : Will the Minister of **Irrigation and Power** be pleased to state the amount sanctioned to the Andhra State for rural electrification since the inception of this scheme ?

The Deputy Minister of Irrigation and Power (Shri Hathi) : The hon. Member is presumably referring to the scheme of expansion of power facilities for increasing employment opportunities in small towns and rural areas, initiated by the Planning Commission in March, 1954. If so, the Central Government had agreed to grant Andhra a loan of Rs. 127·823 lakhs for approved schemes during 1954-55 and 1955-56. Out of it a loan of Rs. 40 Lakhs was sanctioned during 1954-55.

Irrigation and Hydro-Electric Projects

*904. **Shri S. C. Samanta** : Will the Minister of **Irrigation and Power** be pleased to state :

(a) the manner in which the research in respect of irrigation and hydro ric

works was carried on during 1954-55 by the Central Board of Irrigation and Power ;

(b) the number of institutions directly benefited by the research work done ;

(c) the manner in which the results of the technical researches were disseminated ; and

(d) the further additions made to the museum and library of the Central Board during the year 1954-55 ?

The Deputy Minister of Irrigation and Power (Shri Hathi) : (a) to (d). A statement is laid on the Table of the House. [*See* Appendix VI, annexure No. 2].

Shri S. C. Samanta : May I know whether the research committee of the Board sat since 1952 every year and, if so, in which places ?

Shri Hathi : I cannot exactly say at what places this committee met. But, they do meet generally thrice a year.

Shri S. C. Samanta : May I know whether in the museum at Delhi the plans of canals and dams of foreign countries are also exhibited ?

Shri Hathi : Perhaps, there seems to be some confusion as between the Central Water and Power Commission and the Central Board of Irrigation and Power. The question relates to the Central Board of Irrigation, which is a non-offic body. It is a non-official body. The museum referred to by the hon. Member is the of the Central Water and Power Commission.

Shri S. C. Samanta: May I know which of the research station and institutions of various State Governments are under the control of this Board ?

Shri Hathi : In fact, these research stations are not under the control of this Board. They are under the control of the State Governments. What this Board does is to collect information and data and then discuss the problems offered by those research institutions which are under the State Governments. This is a non-official body and is not in charge of these research stations.

Shri S. C. Samanta : May I know whether the silver jubilee of this Board was celebrated this year and what was the expenditure ?

Shri Hathi : I will require notice for that question.

Vocational Training of Displaced Women

*906. **Shri B. K. Das** : Will the Minister of **Rehabilitation** be pleased to state :

(a) whether it is a fact that training classes in crafts for displaced women of East Pakistan have been opened at Lucknow and Chunargarh in Uttar Pradesh ; and

(b) if so, the details of this scheme ?

The Minister of Rehabilitation (Shri Mehr Chand Khanna). (a) A Home where training in various crafts was imparted to displaced unattached women from Eastern Pakistan was started at Chunargarh in May, 1951. This Home was closed down in October, 1954, and production Centres for the trained women have now been opened at Lucknow, Allahabad and Mirzapore.

(b) Details of the scheme will be found in the statement placed on the Table of the Lok Sabha [See Appendix VI, annexure No. 3].

Shri B. K. Das : May I know what is the cost of running these 5 centres or any of these 5 centres ?

Shri Mehr Chand Khanna : I am afraid I have not got the information; but, if the hon. Member wants it, I will be glad to supply it.

Shri B. K. Das : May I know what is the value of production in any of these centres or in all the 5 centres ?

Shri Mehr Chand Khanna : These centres are being run by the State Government and also managed by the State Government. Previously they were being run at three places and the cost of production was rather on the high side. It has been recently decided—I am speaking from memory—that all these centres will be closed and converted into one centre where the management will be better and the cost of production will be brought down.

Shri B. K. Das : May I know whether the Central Government has made any grant for running these centres ?

Shri Mehr Chand Khanna : Yes.

Shri B. K. Das : What was the amount ?

Shri Mehr Chand Khanna : I cannot give the amount off-hand.

Shrimati Jayashri : May I know whether any centre has been opened for training displaced women from West Pakistan ?

Shri Mehr Chand Khanna : A number of centres have been opened all over the western region.

Journalists

*907. **Shri Kamath** : Will the **Prime Minister** be pleased to state :

(a) whether it is a fact that only such Indian journalists as were approved by TASS were permitted to cover the recent visit of the Prime Minister to the U.S.S.R.;

(b) whether it is a fact that some journalists approved by Government were disapproved by TASS ; and

(c) whether a similar procedure had been adopted on other occasions when the Prime Minister visited other foreign countries ?

The Deputy Minister of External Affairs (Shri Anil K. Chanda) : (a) This is not correct. The TASS extended through the Embassy of the Soviet Union in New Delhi and the Ministry of External Affairs an invitation to 10 Indian Journalists and 2 News Agency Representatives to visit USSR during the Prime Minister's tour of that country. The list of persons to whom these invitations were to be issued was settled in discussion between the Ministries concerned, and invitations were issued accordingly.

(b) No.

(c) In the case of the Prime Minister's visit to China the All-China Journalists Association extended invitations to three organisations of journalists in India and asked them to nominate their representatives.

Shri Kamath : Is it a fact that newspapers in our country were not free to choose whomsoever they liked ?

Shri Anil K. Chanda : Sir, the list was prepared, as I said in the answer, by the Ministries concerned.

Shri Kamath : May I know whether the invitation was issued by the Ministry of External Affairs directly or by the Ministry in consultation with TASS ?

Shri Anil K. Chanda : The TASS agency was not consulted. It was the External Affairs Ministry and the Ministry of Information and Broadcasting that prepared the list and we were told earlier that the TASS agency would be prepared to receive anybody whom we would nominate.

Shri Kamath : Is it a fact that the name of the editor of a well-known Bombay English daily was at first approved and okayed by the External Affairs Ministry but later vetoed because of some developments and, if so, was it because the TASS vetoed it ?

Shri Anil K. Chanda : I am not prepared to accept that.

Shri M. S. Gurupadaswamy : May I know how many out of these ten journalists were of Indian language journals and how many of English papers ?

Shri Anil K. Chanda : There was a representative of the *Janambhumi*, which I understand is an India languagh paper. There were a few others ; thou s the representatives were from English papers they had Indian language papers associated with them. Thus there was the *Ananda Bazar Patrika* of Clacutta which has a language paper and also the *Hindustan Times* of Delhi which has got a Hindi edition.

Shri Kmath : Was an invitation issued to the editor of the English daily *Times of India*, and later on cancelled by the Ministry ?

Shri Anil K. Chanda : No, Sir, I am not aware of it.

Raw Silk (Price)

*908. **Shri Thimmaiah** : Will the Minister of **Production** be pleased to state :

(a) the economic price of raw silk fixed by the Tariff Commission ;

(b) whether it was kept up at any time ; and

(c) if not, the reasons therefor ?

The Parliamentary Secretary to the Minister of Production (Shri R. G. Dube) : (a) Rs. 31/- per lb.

(b) Yes, Sir.

(c) Does not arise.

Shri Thimmaiah : For the last several years tariff protection has been given to the sericultural industry. May I know as to why no tangible reduction has been made in the reduction of the cost of production ?

Shri R. G. Dubey : Sir, there were difficulties. In the begining, this industry had a very lucrative export market. Subsequently, because of the development of this industry in China, Japan etc., there was a change in the circumstances. That is why on the basis of the recommendations of the Tariff Commission in the year 1953, certain futher steps were taken. Now, there is an improvement.

Shri M. S. Gurupadaswamy : Is it not a fact that at no time after the war the price of silk conformed to the price fixed by the Tariff Commission ?

Shri R. G. Dubey : That is correct, but recently from the month of July onwards, the price level fixed by the Tariff Commission has been adhered to.

Shri Thimmaiah : Is Government aware that the selling prices determined by the Tariff Commission benefit only the large-scale producer and the mill-owner and not the actual pruducer of cocoon ?

Shri R. G. Dubey : I cannot answer it. A separate question may be tabled.

Local Development Works

*909. **Shri Viswanatha Reddy** : Will the Minister of Planning be pleased to state :

(a) whether the amounts allocated for the Local Development Works during 1953-54 and 1954-55 have been fully utilised ; and

(b) if so, whether it is proposed to increase the allotment for this programme during 1955-56 ?

The Deputy Minister of Planning (Shri S. N. Mishra) : (a) Against an allocation of Rs. 8½ crores for 1953-54 and 1954-55 the State Governments have drawn grants to the extent of Rs. 6·07 crores.

(b) No, Sir.

Shri Viswanatha Reddy: May I know whether it is a fact that the programme of local development works is increasingly becoming popular, particularly in the rural parts of India ?

Shri S. N. Mishra : Exactly.

Shri Viswanatha Reddy : In view of the fact that the cost of administration of funds under this programme is much less than either under the Community Project Administration or the National Extension Scheme, is it in the contemplation of the Government to increase the funds under this programme and to take it a permanent feature in the Second Five Year Plan ?

Shri S. N. Mishra : Though I have not been able to catch the entire question, my impression is that the hon. Member suggests that there should be an increase in the grant for local development works. At the moment there does not seem to be any idea to increase the total grant so far as the entire programme is concerned, but in individual cases of States which have done quite well in this respect, it is just possible that some increase may be there. So far as the Second Five Year Plan is concerned, the whole thing is under consideration.

Shri L. N. Mishra : Is it a fact that works under the local development works have suffered in certain states for want of supply of cement and steel, and if so, may I know whether any attempt is being made to co-ordinate the two sections—the Local Works Department and the Supply Department of the Government ?

Shri S.N. Misbra : We are aware that in certain cases because of lack of supplies in proper time, some of the schemes have suffered, but this is a question which is related to the larger question of transport, etc.

Shri Gadilingana Gowd : May I know whether it is a fact that in some of the local development works in the Kurnool District of Andhra State, after approval by the Collector, the work has been stopped by Govenment on account of political reasons ? If it is a fact, would the Government be pleased to call for the files and scrutinise and pass just orders ?

Shri S. N. Mishra: I cannot catch the question.

Mr. Speaker : Certain works in the Kurnool District were sanctioned by the Collector and yet the sanction was withdrawn by Government for political reasons. If so, would the Government make an enquiry into it ?

Shri S. N. Mishra : That has not come to our notice.

श्री जांगड़े : जैसा कि अभी माननीय मंत्री महोदय ने बताया है कि स्थानीय विकास योजना देहाती क्षेत्रों में लोकप्रिय हो रही है, तो फिर क्या कारण है कि द्वितीय पंचवर्षीय योजना के लिये आगामी वर्ष में आठ करोड़ रुपया रखने के बजाये खर्च को बढ़ाया नहीं जा रहा है ? क्या यह भी कारण है कि सिंचाई और दूसरे कार्यों के लिये विशेषज्ञ उपलब्ध नहीं हैं ?

श्री एस० एन० मिश्र : विशेषज्ञों का अभाव इसमें जरूर खलता है, लेकिन माननीय सदस्य ने यहां द्वितीय पंचवर्षीय योजना के बारे में कुछ कहा और साथ ही साथ जो खर्चा कम हुआ है, उसकी भी चर्चा की है । मेरी समझ में नहीं आता कि दोनों का मिलान कहां होता है ।

Shri Viswanatha Reddy : May I know whether it is a fact that this programme has enthused public co-operation much more than any other development programme of the First Five Year Plan ?

Shri S. N. Mishra : The impression seems to be at the present moment that this has indeed caught the imagination of the people very much, and I would not like to make any comparision with any other Government programme.

आंभोरा बांध

*६१० **श्रीमती अनुसूयाबाई बोरकर :** क्या योजना मंत्री यह बताने की कृपा करेंगे कि :

(क) क्या यह सच है कि बैनगंगा नदी पर आंभोरा बांध के निर्माण के लिये मध्य प्रदेश सरकार ने केन्द्रीय सरकार को एक योजना भेजी है; और

(ख) यदि हां, तो इस मामले में केन्द्रीय सरकार ने क्या निर्णय किया है ?

सिंचाई और विद्युत उपमंत्री (श्री हाथी) : (क) जी, नहीं ।

(ख) प्रश्न नहीं उठता ।

Cement Factory at Nandi Konda

*912. **Shri S. V. I. Narasimham :** Will the Minister of **Commerce and Industry** be pleased to state :

(a) whether it is a fact that the Andhra State Government have asked for permission to start a cement factory at Nandi Konda in Andhra State ;

(b) if so, whether the permission to run the factory as a State enterprise has been accorded ; and

(c) if not, the reasons therefor ?

The Minister of Industries (Shri Kanungo) : (a) No, Sir.

(b) and (c). Do not arise.

Shri S. V. L. Narasimham : May I know if Government have decided that the manufacture of cement shall be exclusively by private enterprise ?

Shri Kanungo : I cannot hear the question.

Mr. Speaker : Will the cement required for this project be supplied exclusively by private enterprise ?

The Minister of Commerce and Industry and Iron and Steel (Shri T. T. Krishnamachari) : There are no state-owned factories particularly in that area. Its needs have not to be supplied by the factories which are in charge of private enterprise.

Shri S. V. L. Narasimham : Has Government taken a decision that the manufacture of cement shall be only by the private sector and that the State or public sector will not take it up at all?

Shri T. T. Krishnamachari : If the hon. Member means in relation to the particular project he has in view, no, Sir. Otherwise, there are also State owned cement factories in existence.

Dr. Rama Rao : Will the hon. Minister be pleased to clarify the position—when Government wants cement for its own purposes, like building this dam, will Government be prepared to give sanction to a State Government or will they refuse as is reported to have been done though of course denied by Government in the case of the Nandi onda Project ?

Shri T. T. Krishnamachari : There has been no demand from the State Government, and in fact, the State Government sponsored the particular scheme which is now going through for the supply of cement to the Nandikonda Project.

Shri Kelappan : May I know whether it is obligatory on the State Government to get the previous sanction of the Ministry to start an industry of their own ?

Shri T. T. Krishnamachari : Every State Government is treated on a par with every private enterpriser in the matter of getting licenses for starting industries.

River Survey in Assam

*913. **Shri K. P. Tripathi :** Will the Minister of **Irrigation and Power** be pleased to state :

(a) the name of the river in Assam for which survey report has been receive by the Government of India in connection with the hydel-project ;

(b) which of the rivers in Assam are regarded as fit for such projects from technical point of view ; and

(c) the grounds for rejecting the rest of the rivers?

The Deputy Minister of Irrigation and Power (Shri Hathi) : (a) to (c). Preliminary reconnaissance surveys have been completed only in respect of the rivers Kopilli and Nao Dihing and project reports are under scrutiny in the Central Water and Power Commission to check the technical feasibility of the proposed schemes.

Shri K. P. Tripathi : May I know what has happened to the investigation in regard to the other rivers, particularly Jia Bharali ?

Shri Hathi : The investigations are proceeding so far as the other rivers are concerned.

Shri K. P. Tripathi : May I know if the result in respect of these two rivers has come to such a stage that control of the rivers must be undertaken within the Second Five Year Plan ?

Shri Hathi : These project reports are received and being examined by the Central Water and Power Commission.

Shri K. P. Tripathi : May I know if it is a fact that Assam has been suffering continuously from floods and there seems to be no other way except controlling the rivers ?

Shri Hathi : And therefore we have opened special divisions for investigation.

Shri K. P. Tripathi : Has the proposal to control the Brahmaputra been given up ? If so, may I know whether Government is considering the control of its tributaries just as has been done in the case of Tennessee Valley Scheme ?

Shri Hathi : The question of taming the tributaries is actually being taken up but the preliminary step for that purpose is the investigation of these rivers, and that is actually being done. The flood protection works along the banks of the Brahmaputra also are being continued, as for example, in Dibrugarh, Palasbari, etc.

Shri N. B. Chowdhury : May I know whether the survey referred by the hon. Minister has been conducted in respect of any other States also through which the rivers passing through Assam pass ?

Shri Hathi : If the hon. Member wants to know about flood control, various States—about eleven States—have set up State flood control boards and they are carrying on investigations for flood control measures.

Indianisation of Staff in Foreign Firms

*916. **Shri Matthen** : Will the Minister of **Commerce and Industry** be pleased to refer to the reply given to Starred Question No. 1275 dated the 21st March, 1955 and state :

(a) the progress of indianisation of staff in the foreign firms in India during 1954-55,

(b) whether all the foreign firms have since submitted their returns ; and

(c) whether these firms are still recruiting technical and non-technical staff that are otherwise available in India, from foreign countries ?

The Minister of Industries : (**Shri Kanungo**) : (a) The number of Indian employed by foreign firms in India and paid Rs. 300/- p. m. or more has increased by 17·4 per cent. from 18,642 on the 1st January 1954 to 21,904 on the 1st January, 1955. As against this, the number of foreigners employed by these firms has declined by 2·1 per cent. during the same period from 7,750 to 7,587.

(b) All except about 190 firms have sent their returns for 1955. It is possible that these are firms in which there has been no change in the employment schedule since January, 1954. This is being verified.

(c) Precise information is not available. But in the case of bigger employers, such recruitment from abroad is usually made on the basis of an agreed schedule.

Shri Matthen : May I know if the hon. Minister is satisfied with the Indianisation because the percentage is very very poor ? What is the hon. Minister going to do to check up whether rightful Indian claimants of the staff are not overlooked by their getting fresh and raw recruits from outside ?

The Minister of Commerce and Industry and Iron and Steel (**Shri T. T. Krishnamachari**) : The trend is certainly satisfactory but the Government is not in a position to adjudicate in the matter of rightful claims or otherwise of individual members on the staff of any particular concern.

Shri Matthen : When they are raw hands and non-technical hands, what is the justification for the hon. Minister to allow them ?

Shri T. T. Krishnamachari : It is not a question of anybody allowing anything. In the case of firms which are owned by foreigners other than those who are in the Commonwealth countries, we have a method of screening the visas. But in the case of those who come from the Commonwealth we have really no method of stopping it. But, as my colleague has mentioned, in the case of the bigger firms whose schedule of employment is large, Government have got them to agree to a particular basis on which they will recruit foreigners.

Dr. Ram Subhag Singh : What is the percentage of Indians employed in foreign firms in India who are at present getting a salary of Rs. 1,000 or more ?

Shri T. T. Krishnamachari : The figures have been given ; the percentage can be worked out.

Shri M. S. Gurupadaswamy : May I know whether the hon. Minister will think of fixing up a percentage for the appointment of Indians in those foreign firms ?

Shri T. T. Krishnamachari : I do not believe in straight jackets.

Hindustan Cables Ltd.

*917. **Shri D. C. Sharma :** Will the Minister of **Production** be pleased to state :

(a) the total value of the output of the Hindustan Cables Ltd., during the year 1954 ; and

(b) whether the factory showed any profits during that year ?

The Deputy Minister of Production (Shri Satish Chandra) : (a) the factory started production only on 1-9-54. The total value of the cables manufactured upto 31-12-1954 was Rs. 7.6 lakhs.

(b) There were no profits as the production period was too short.

Shri D. C. Sharma : May I know how these cables were disposed of ?

Shri Satish Chandra : These are being taken by the Posts and Telegraphs Department of the Government of India.

Shri D. C. Sharma : May I know if any target of production has been fixed for this factory yearwise and if so what is the target of production going to be during the next three years ?

Shri Satish Chandra : The target of production in the factory was 400 and odd miles of cables per year. It is likely that full production will be reached within three years from the date of commencement of production. But it is intended to start more than one shift to meet the total requirements of the Post and Telegraphs Department.

Shri D. C. Sharma : Is it not a fact that there is some demand for these cables outside India and if so, is the Government taking that factor into consideration when the target is being fixed?

Shri Satish Chandra : No, Sir. The present intention is to meet our requirements before thinking of exports.

Shri Ramachandra Reddi : What quantity of the copper wire requirements is imported and what quantity is locally manufactured ?

Shri Satish Chandra : I could not say off hand. Import of copper is necessary till we are able to develop an indigenous substitute.

Shri Bhagwat Jha Azad: What is the percentage of our demand that is being satisfied by this factory and what would be the percentage when the maximum would be reached by the factory ?

Shri Satish Chandra : The present production has been only 245 miles. In the original agreement with the technical consultants it was provided that the full production will be reached only in 3 years' time. We are hoping to exceed the original target by working more than one shift.

Mr. Speaker : What proportion does it bear to the needs of the country.

Shri Satish Chandra : In the coming two or three years we will be able to meet the entire demand of the Posts and Telegraphs Department. I may add that I am saying this only about armoured cables which are being manufactured in the factory and not other types of cables.

Hotels and Hostels

*920. **Dr. Ram Subhag Singh :** Will the Minister of **Works, Housing and Supply** be pleased to state :

(a) whether Government propose to construct some hostels or hotels in New Delhi;

(b) if so, how many hotels or hostels are proposed to be constructed ; and

(c) the estimated cost of their construction ?

The Minister of Works, Housing and Supply (Sardar Swaran Singh) : (a) and (b). A modern hotel with 350 rooms is being built in Chanakyapuri. Government is one of the promoters of the public limited company putting up the hotel and will subscribe Rs. 25 lacs to the authorised capital of one crore in the form of preference shares. It has also been decided by the Government to put up a hostel in Queensway New Delhi .

(c) The estimated cost of the proposed hostel is Rs. 57 lacs.

Dr. Ram Subhag Singh : By what time the hotel in Chanakyapuri and the hostel in Queensway are going to be completed ?

Sardar Swaran Singh : The hostel in Queensway is likely to be completed in about a year's time. The hotel in Chanakyapuri may take a little longer.

Shri Jaipal Singh : May I know whether the East India Hotels Limited were entrusted with the task of building this hotel that the government is now going to build and whether that party has in any way been penalised for not performing its contract ?

Sardar Swaran Singh : No, Sir. I have no information. I would require notice for that.

श्री भक्त दर्शन : क्या मैं जान सकता हूं कि कांस्टीट्यशन हाउस के भाग्य का क्या निर्णय किया गया है। क्या इस पुरानी इमारत को ऐसा ही रहने दिया जायेगा या इसके बारे में भी कुछ विचार किया जा रहा है ?

सरदार स्वर्ण सिंह : इसी की फिक्र की वजह से क्वीन्स वे पर नया होस्टल बनने लगा है। कांस्टीट्यूशन हाउस के कमरे पुराने हो गये हैं और वह ज्यादा समय नहीं चल सकते। इसीलिये यह नया होस्टल बनाया जा रहा है।

Shri Kamath : In the existing Government hostels, particularly the Constitution House, are there specific rules about the quantum of accommodation to be provided for government servants and Members of Parliament and if so, are there persons in Constitution House occupying far more accommodation than the allotted to government servants and Members of Parliament ?

Mr. Speaker: Order, order. I think this question does not arise out of the main question.

National Labour Force

*923. **Shri C. R. Chowdary :** Will the Minister of **Planning** be pleased to state :

(a) whether it is a fact that Government propose to set up a National Labour Force in the country ; and

(b) whether any national survey is to be conducted to assess the present strength of the skilled and unskilled personnel required for construction work ?

The Deputy Minister of Planning (Shri S. N. Mishra) : (a) and (b). The proposal is under consideration.

Shri C. R. Chowdary : May I know whether any survey has been made to assess at least the labour force in the project areas and what steps have been taken, so far as the construction works undertaken by the Government are concerned, to eliminate the contract system ?

The Minister of Planning and Irrigation and Power (Shri Nanda) : Regarding our construction projects we are making very definite efforts to see that more and more work is done on the basis of labour co-operatives than through contractors and some progress has been made in this direction.

Second Five Year Plan

*924. **Shri S. C. Samanta :** Will the Minister of **Planning** be pleased to state:

(a) whether the comments made on the Second Five Year Plan by Dr. B. C. Roy, Chief Minister of West Bengal have been duly considered ; and

(b) if so, with what results ?

The Deputy Minister of Planning (Shri S. N. Mishra) : ( ) and (b). The comments and suggestions offered by Dr. B. C. Roy will be taken fully into consideration in the preparation of the draft outline of the second five year plan.

Shri S. C. Samanta : May I know whether Dr. B. C. Roy had any consultation with the Planning Commission when he came here last ?

Shri S. N. Mishra : He attended the meeting of the Standing Committee of the National Development Council and the Committee benefited by his advice.

Shri N. B. Chowdhury : May I know whether the printed speech of Dr. B. C. Roy and the views expressed by him at the National Development Council meeting have only been considered or whether the speeches which he delivered before the conference of Indian business magnates have also been considered ?

Shri S. N. Mishra : All the views of an eminent leader like Dr. B. C. Roy and also as he happens to be a member of the National Development Council, are bound to be taken into consideration.

The Prime Minister and Minister of External Affairs (Shri Jawaharlal Nehru) : Every member of the National Development Council or any other person, naturally, is invited to express his views quite freely but the decision is that of National Development Council and the decision was taken unanimously.

नाहन फाउन्ड्री लिमिटेड

*९२६. **श्री भक्त दर्शन** : क्या लोहा और इस्पात मंत्री यह बताने की कृपा करेंगे कि :

(क) क्या यह सच है कि नाहन फाउन्ड्री में मजदूर सम्बन्धी गड़बड़ फिर हो गई है

और जिसके फलस्वरूप मजदूरों ने हड़ताल कर दी है ;

(ख) यदि हां, तो इसका ब्योरा क्या है; और

(ग) इस सम्बन्ध में सरकार द्वारा क्या कार्यवाही की जा रही है ?

वाणिज्य और उद्योग तथा लोहा और इस्पात मंत्री (श्री टी० टी० कृष्णमाचारी) : (क) जी, हां । ज्ञात हुआ है कि २५ जुलाई, १९५५ को अधिकांश मजदूरों ने "काम बन्द" हड़ताल कर दी ।

(ख) स्थानापन्न जनरल मैनेजर ने एक मजदूर का नाहन से बाहर के लिये ट्रान्सफर करने का आदेश दिया था । इसी पर २५ जुलाई, १९५५ को हड़ताल की गई ।

(ग) फाउन्डो के मामलों की जांच करने के लिये नियुक्त की गई समिति की रिपोर्ट प्राप्त हो जाने पर सरकार इस सम्बन्ध में उपयुक्त कार्यवाही करेगी ।

श्री भक्त दर्शन : क्या यह सत्य बात है कि इस नाहन फाउन्डो में पिछले बहुत समय से झगड़ा चल रहा है और इसके बारे में एस्टिमेट्स कमेटी की एक विशेष समिति भी नियुक्त की गई थी, मैं जानना चाहता हूं कि उसकी रिपोर्ट का क्या हुआ ?

उद्योग मंत्री (श्री कानूनगो) : फरवरी मास में एक हड़ताल हुई थी और उसके बारे में एक कमेटी मुकर्रर की गई है और कमेटी अपनी रिपोर्ट तैयार कर रही है ।

श्री भक्त दर्शन : क्या गवर्नमेंट को कोई इस आशय का सुझाव मिला है कि इस झगड़े की वजह से तथा दूसरे अन्य कारणों से इस फाउन्ड्री को नाहन से हटा दिया जाये या तो उसे हिमाचल प्रदेश सरकार के सुपुर्द कर दिया जाये और क्या इस सुझाव पर सरकार द्वारा विचार किया गया है और कोई फैसला किया गया है ?

श्री कानूनगो : जब तक उसके बारे में रिपोर्ट नहीं आ जाती तब तक उस बारे में कोई फैसला नहीं हो सकता है ।

श्री भक्त दर्शन : क्या यह सत्य है कि इन अधिकांश झगड़ों का कारण वहां के जो मैनेजर या इंजीनियर इनचार्ज हैं, उनके बारे में है और क्या इस बारे में कोई कार्यवाही की जा रही है ?

श्री कानूनगो : नहीं, मिछली दफा उन्होंने चाहा था कि इसकी इनक्वारी हो, और गवर्नमेंट ने एक इनक्वारी कमेटी मुकर्रर कर दी थी ।

Engineers' Delegation to China

*927. **Shri Kamath** : Will the Minister of **Irrigation and Power** be pleased to refer to the reply given to Starred Question No. 688 on the 8th September, 1954 and state :

( ) whether the Engineers who were deputed to China to study the flood control schemes have submitted their final report ; and

(b) if so, whether a copy of the report will be laid on the Table of the House ?

The Deputy Minister of Irrigation and Power (Shri Hathi) : (a) and (b) Yes, Sir.

Shri Kamath : Has the copy been laid on the Table of the House or is it going to be laid ?

Shri Hathi : It will be laid.

Shri Kamath : When ? Today or tomorrow ?

Shri Hathi : It will take some time.

Newsreels

*928. **Shri D. C. Sharma** : Will the Minister of **Information and Broadcasting** be pleased to state :

(a) the number of Indian Newsreels sent abroad for exhibition during the year 1954-55 ; and

(b) the total amount realised from these Newsreels ?

The Minister of Information and Broadcasting (Dr. Keskar) : (a) 59 newsreels were sent abroad through commercial distributors during 1954-55, besides monthly editions were supplied to Indian Missions in Middle East and Asian countries.

(b) Rs. 3,357/8/- exlcusive of print cost, freight etc.

Shri D. C. Sharma : May I know to what countries these newsreels were sent ?

Dr. Keskar : The countries are : East Africa, Kenya, Uganda, Ethiopia, Rhodesia, Belgium Congo, Medagaskar, West Indies, Fiji and Nepal.

Shri D. C. Sharma : May I know if these newsreels find any market through commercial firms in those countries where there are large number of Indians living ?

Dr. Keskar : The countries that I have just mentioned are exactly those where there are a large number of Indians living and that is one of the reasons why commercial distribution is taking place there.

Shri D. C. Sharma : May I know what is the royalty charged because the hon. Minister said that only Rs. 3,000 or something like that had been collected ?

Dr. Keskar : It is obvious that newsreel has a much narrower market than documentaries because for our documentaries we are having commercial distribution in many European countries. But, newsreels are about items of topical interest which are of interest mainly to Indians. Therefore, we have not been able to get a large-scale commercial distribution in areas where there are not a large number of Indians.

श्री रघुनाथ सिंह : उन न्यूज रील्स् की भाषा क्या होती है ? जिस देश में आप न्यूज रील्स् भेजते हैं, वहां की भाषा में आपको उसको भेजना चाहिये ।

डा० केसकर : जब हमारी न्यूज रील्स् के लिये डिमांड बढ़ेगी तो हम वहां की भाषा में भी अपनी न्यूज रील्स् बनायेंगे ।

Nandikonda Project

***930. Shri C. R. Chowdary** : Will the Minister of **irrigation and Power** be pleased to state :

(a) whether the Nandikonda Project will have concrete dam or masonry dam ;

(b) the relative cost and employment advantages ; and

(c) the time fixed for taking up the canal work ?

The Deputy Minister of irrigation and Power (Shri Hathi) : (a) A masonry dam is contemplated.

(b) According to the Hyderabad Govt. the concrete dam would cost more than the masonry and more employment can be found in masonry than in concrete.

(c) The construction schedule for works on the dam and canals has not yet been drawn up by the Control Board. The Hyderabad State, however, propose to start work on canals simultaneously with the works on the dam.

Dr. Rama Rao : In view of the fact that this Nandikonda Dam is going to be a masonry dam, will the Government consider the advisability of appointing a Chief Engineer who has experience of masonry dam and not one who has got only limited experience more of concrete dams and has a prejudice against masonry dams ?

Shri Hathi : Naturally, when engineer is to be appointed, the Control Board will take all these matters into consideration.

Shri B. S. Murthy: Is it a fact that the recommendation made by the Central Government has been rejected by both the Hyderabad and Andhra Governments as regards the appointment of a Chief Engineer for this dam ?

Shri Hathi : No; there was no such recommendation made by the Central Government about any particular person.

National Industrial Development Corporation

***482. Shri Tulsidas** : Will the Minister of **Commerce and Industry** be pleased to state :

(a) whether the National Industrial Development Corporation has started its operations ; and

(b) if so, the names of the industries taken up for study and investigation by it ?

The Minister of Industries (Shri Kanungo) : (a) Yes, Sir.

(b) Preliminary studies have been made on about nine industries and these will be further considered at the next meeting of the National Industrial Developmen Corporation.

Shri Tulsidas : May I know the names of the industries which this Corporation will take into codsideration ?

Shri Kanungo : Mainly, those industires will be : wood pulp, carbon

black, steel foundry, intermediaries for dye-stuffs, refractories, fractional horse-power metres, printing machinery, sulphur Pyrites, machine tools, diesel engines and generators.

Shri Tulsidas : May I know whether the units of these industries in other sectors will have any effect when the same type of industries are taken up by this corporation ?

The Minister of Commerce and Industry and Iron and Steel (Shri T. T. Krishnamachari): We can only say that after the Corporation decides to take up any particular industry, it is bound to have some effect on the private sector. It might ginger up such industries to produce more.

Shri K. P. Tripathi : What is the scope of this enquiry ? May I know whether the capital structure is enquired into or the living conditions of workers, or both, or is it some other aspect ?

Shri T. T. Krishnamachari : I cannot see how I can answer this question. The scope of any industry is the limit of our ability to consume the products of this industry. The other questions can come only when the units are started.

Punjab University

*899. **Dr. Ram Subhag Singh** : Will the Minister of **Rehabilitation** be pleased to state :

(a) whether the Government of Punjab have approached the Government of India for a loan for the rehabilitation of the Punjab University at Chandigarh ;

(b) if so, the amount asked for as loan ; and

(c) whether the loan has been sanctioned ?

The Deputy Minister of Rehabilitation (Shri J. K. Bhonsle) : (a) No.

(b) Does not arise.

(c) Does not arise.

In this connection I might add that a request for a grant has been received from the University of Punjab.

Dr. Ram Subhag Singh : When was the request received and when will the Government come to a decision in regard to the matter ?

Shri J. K. Bhonsle : The matter is under consideration of the Planning Commission as well as the Ministry of Education and the Ministry of Rehabilitation.

Dr. Ram Subhag Singh : May I know the amount of money that has been asked for by that Government ?

Shri J. K. Bhonsle : The University has asked for a grant of Rs. 75 lakhs.

Pharmaceutical Enquiry Committee

*894. **Shri Jhulan Sinha** : Will the Minister of **Commerce and Industry** be pleased to refer to the reply given to Starred Question No. 232 on the 25th February, 1955 and state whether any action has since been taken on the recommendations of the Pharmaceutical Enquiry Committee ?

The Minister of Industries (Shri Kanungo) : A statement is laid on the Table of the House [*See* Appendix VI, annexure No. 4].

Shri Jhulan Sinha : May I enquire if, as a result of the steps taken on the recommendations of the Pharmaceutical Enquiry Committee, there has been any improvement in the position as regards the sale of spurious and sub-standard drugs and in the progress towards self sufficiency.

Shri Kanungo : It is too early to assess it.

Dr. Rama Rao : In the various recommendations of the Pharmaceutical Enquiry Committee, may I know whether there has been any recommendat on regarding opium and its effects and may I know what steps the Government have taken for encouraging the manufacture of these products and for mantaining the standard and even the advertising of these products ?

Shri Kanungo : Notice please.

Shri N. B. Chowdhury : In view of the fact that we are passing a new company law, may I know whether Government has taken note of the recommendations of the Pharmaceutical Enquiry Committee regarding the foreign firms which have been asked to launch upon a scheme of research or to provide other facilities to the indigenous firms and whether, in view of the new company law some steps will be taken with regard to the future licensing, or the continuation of the existing foreign firms which have connections with the pharmaceutical industry as suggested by the Pharmaceutical Enquiry Committee ?

Mr. Speaker : I think it is a suggestion for action. It does not arise as a question for eliciting information.

The Tata Iron and Steel Company

*897. **Shri Bhagwat Jha Azad** : Will the Minister of **Commerce and Industry** be pleased to refer to the reply given to Starred Question No. 598 on the 7th March, 1955 and state whether

the details of the scheme for the expansion of the Tata Iron and Steel Company have since been worked out ?

The Minister of Industries (Shri Kanungo) : No, Sir. It is understood that these are under preparation.

Shri Bhagwat Jha Azad : May I know whether with the help of the Government, the Tatas are going to raise private loans in U.S.A. and do the Government contemplate standing guarantee for them ?

The Minister of Commerce and Industry and Iron and Steel (Shri T. T. Krishnamachari) : For private loans, Government give no guarantee at all. If people want foreign exchange, they are certainly, at liberty to raise loans, but for private loans, Government do not give any guarantee.

Shri Bhagwat Jha Azad : May I know whether the Tatas have applied for a loan from the World Bank ?

Shri T. T. Krishnamachari : The question was answered on a previous occasion. So far as we know, the answer is 'no'.

Shri Bhagwat Jha Azad : May I know if the Tatas have submitted to the Government an expansion scheme, and if so, what would be the nature of the expansion and how far the production of this company will go up ?

Shri T. T. Krishnamachari : A tentative scheme was prepared partly in collaboration with Government officers, and the expectation is that their production will go up to two million tons of ingots.

Employment Manual

Pandit D. N. Tiwary : May I ask Quesion No. 895, Sir ?

Mr. Speaker : Has he got the authority ?

Pandit D. N. Tiwary : Yes ; here is the letter.

Mr. Speaker : He could have sent it to the Secretary. I have to be satisfied that the auth rity is in order. Yes, he may put the question.

*895. **Pandit D. N. Tiwary** (*on behalf of* **Shri Bibhuti Mishra**) Will the Minister of **Planning** be pleased to state whether Government have any Scientific Employment Manual, through which one can find out the actual unemployment position in the country ?

The Deputy Minister of Planning (Shri P. N. Mishra) : A Manual on the Statistics of Labour Force—Employment and Unemployment—is being drafted by the Central Statistical Organisation in consultation with the State Statistical Bureau. When periodic surveys on a uniform basis, as proposed in the draft Manual, are undertaken, it will be possible to find out the unemployment position in the country from time to time.

पंडित डी० एन० तिवारी : जो स्टेटिस्टिक्स तैयार हो रही हैं वह केवल एम्प्लायमेन्ट एक्स्चेन्ज के जरिये हो रही हैं या सारे देश का नक्शा दृष्टि में रख कर बनाया जा रहा है ?

श्री एस० एन० मिश्र : अभी कोई स्टेटिस्टिक्स तैयार नहीं हो रही हैं । स्टैटिस्टिक्स तैयार करने का एक मैनुअल तैयार हो रहा है, उस मैनुअल का यह काम होगा कि उस से लोगों को मार्गदर्शन मिले । राज्य सरकारों द्वारा या और तरह से भी जो सर्वे किया जाये उस में इस से गाइडेन्स मिलेगी ।

पंडित डी० एन० तिवारी : जो मैनुअल तैयार हो रहा है वह किस आधार पर हो रहा है, एम्प्लायमेन्ट एक्स्चेन्ज के फिगर्स से हो रहा है या देश में जो बढ़ती हुई बेकारी है, उसके जरिये हो रहा है ?

श्री एस० एन० मिश्र : जरिये की बात तो साफ़ माननीय सदस्य ने नहीं बताई । इसमें जरिये का कोई सवाल नहीं है । इस के लिये जो कमेटी बनी है वह इस पर विचार कर रही है । कमेटी में प्लैनिंग कमीशन के लोग हैं, सेन्ट्रल स्टैटिस्टिकल आर्गेनाइजेशन के लोग हैं और डाइरेक्टोरेट आफ नैशनल सैम्पिल सर्वे वगैरह के लोग हैं । यह सब लोग मिल कर इस मैनुअल को तैयार करने में लगे हुये हैं ।

सड़ा

*९०५. **चौधरी मुहम्मद शफी (डा० सत्यवादी की ओर से)** : क्या **वाणिज्य और उद्योग** मंत्री यह बताने की कृपा करेंगे कि :

(क) जनवरी से जून, १९५५ की कालावधि में सरकार को कास्टिक सोडा

और सोडियम बाइकार्बोनेट के आयात की अनुज्ञप्ति (लाइसैंस) के लिये कितने आवेदन पत्र प्राप्त हुये और कितने आवेदन पत्र स्वीकृत हुये; और

(ख) उक्त कालावधि में प्रत्येक अनुज्ञप्तिधारी (लाइसैंसी) को कितनें मूल्य के आयात के लिये अनुज्ञप्ति दी गई ?

वाणिज्य और उद्योग तथा लोहा और इस्पात मंत्री (श्री टी० टी० कृष्णमाचारी) : (क) तथा (ख) : सदन को मेज पर एक विवरण प्रस्तुत किया जाता है । **[देखिए परिशिष्ट ६, अनुबन्ध संख्या ५]**

Chaudhuri Muhammed Shaffee : May I know whether the parties to whom licences were issued have produced full quantities ?

Shri T. T. Krishnamachari : I cannot say, sir.

Chaudhuri Muhammed Shaffee : May I know the reasons for rejecting the applications which were not sanctioned ?

Shri T. T. Krishnamachari : Applications were invited and people were asked to give us details of the terms on which they can buy and the people who could buy at the lowest price were given the licence.

Shri V. P. Nayar : May I know whether the Government are aware that the Imperial Chemical Industries which holds monopoly on the sale of British-made caustic soda has quoted very necessive prices to other importers and at the same time quoted rock-bottom prices in their offers to Government with the result that apart from the Imperial Chemical Industries, no supplier in India has been able to get or offer British-made caustic soda ?

Shri T. T. Krishnamachari : It is quite possible. They have a branch here they naturally quote lower prices from their branch.

Shri V. P. Nayar : Do Government accept that in the matter of the sale of British-made caustic soda in India, the Imperial Chemical Industries have a monopoly in India also ?

Shri T. T. Krishnamachari : It does not seem likely. We have given licences for 16 persons and the Imperial Chemical Industries happens to be one amongst the sixteen.

Shri V. P. Nayar : Could I have some idea of the percentage of caustic soda which is sold in India and handled by the Imperial Chemical Industries ?

Shri T.T. Krishnamachari: I do not know if I can help the hon. Member now. I can furnish that information if the hon. Member will put down a separate question.

Residential Accommodation

***914. Sardar Iqbal Singh** (*On behalf of* **Sardar Akali**) : Will the Minister of **Works, Housing and Supply** be pleased to state :

(a) whether it is a fact that some of the Government servants working for 12 to 15 years in Delhi have not yet been provided with Government accommodation ;

(b) if so, their number ; and

(c) the reasons therefor ?

The Minister of Works, Housing and Supply (Sardar Swaran Singh): (a) Yes, Sir.

(b) About 1,400.

(c) Though Government have put up and are continuing to put up large numbers of units of accommodation, it has never been the intention that every single Government servant shall be provided with accommodation by Government. I have every hope, however, that at the rate at which building construction is going on both under the aegis of Government and in the private sector, within the next few years most, if not all, of Government servants will be able to find satisfactory accommodation for themselves.

Sardar Iqbal Singh : May I know whether Government will give preference, in allotments of the new houses which will be constructed for Government servants to those government servants with long years of service ?

Sardar Swaran Singh: The residential units which are being put up for government servants obviously will be given to those government servants in the order in which they are entitled to that accommodation.

Sardar Iqbal Singh : May I know whether the Government will consider some financial assistance in view of the fact that rents are very high in Delhi ?

Sardar Swaran Singh : Already, most of these Government quarters, particularly the lower pay group, have an element of subsidy. At the moment there is no case for increasing that quantum of subsidy.

WRITTEN ANSWERS TO QUESTIONS

Textiles Export to U. K.

*890. **Shri S. N. Das** : Will the Minister of **Commerce and Industry** be pleased to state :

(a) whether the British Government or the British Textile interest has submitted any proposals for the consideration of the Government of India for restricting the quota of Indian textile export to that country;

(b) if so, the important points made therein ; and

(c) the decision of Government in the matter ?

The Minister of Commerce and Industry and Iron and Steel (Shri T.T Krishnamachari): (a) No, Sir.

(b) and (c). Do not arise.

Community Receivers

*891 {**Shri Gidwani :** / **Shri Balmiki :**

Will the Minister of **Information and Broadcasting** be pleased to refer to the reply given to Starred Question No. 50 on the 22nd February, 1955 and state :

(a) how many community receivers have been installed so far in rural areas; and

(b) the agencies through which these sets are worked in the villages ?

The Minister of Information and Broadcasting (Dr. Keskar) : (a) Till 31st March 1955, 1,220 sets were installed under the scheme as States made provision for their share of the price only in respect of this number.

The requirements of the various State Governments for 1955-56 so far intimated, amount to 13,340 sets. Orders for he supply of these sets have been placed through the Director General of Supplies and Disposals and their supply is expected to be completed before the close of the current financial year.

(b) In most of the States, the sets installed in the villages are operated by Village Panchayats or Local Bodies concerned, in others, the sets are operated by Care-takers appointed by the State, or education institutions, or Gram Vikas Samitis.

Pepper

*892. **Shri M. R. Krishna** : Will the Minister of **Commerce and Industry** be pleased to state :

(a) whether it is a fact that there has been a considerable decline in the export trade of pepper this year ;

(b) the total fall this year as compared to the exports of pepper during 1947 and 1948 ; and

(c) the main reasons for this decline and the steps taken to enhance the export ?

The Minister of Commerce and Industry and Iron and Steel (Shri T.T. Krishnamachari) : (a) and (b). Figures of exports during the current year upto end of June indicate that the average monthly exports in 1955 are somewhat lower than the average monthly exports in 1947 but larger as compared to the average monthly exports in 1948.

(c) The main reason for the decline so far, is competition in foreign markets with pepper from Sarawak and Indonesia. Government reduced the export duty on pepper from 30 per cent *ad valorem* to 15 per cent *ad valorem* early this year to improve its competitive position. Various other methods which Government are proposing to take to stimulate our exports of pepper are :—

(*i*) An Export Promotion Council for Cashew and Pepper is expected to be set up very shortly ; one of the functions of the Council will be to conduct propaganda for Indian pepper.

(*ii*) Certain plans for giving publicity to Indian pepper have been drawn up by the Indian Council of Agricultural Research which include preparation of documentary films, etc. and are intended to be taken up for consideration by the proposed Export Promotion Council.

(*iii*) Drying and packing of pepper in polyethylene bags as the means of preventing mould formation and supervision of such packing before despatch are also being examined.

Korba Coal Field

*896 {**Shri K. P. Sinha :** / **Shri M. Islamuddin :**

Will the Minister of **Production** be pleased to refer to the reply given to Starred Question No. 35 on the 22nd February, 1955 and state :

(a) whether Government have come to a final settlement with the Government

of Madhya Pradesh in regard to the development of coal-fields at Korba (Madhya Pradesh); and

(b) the progress made in this direction ?

The Parliamentary Secretary to the Minister of Production (Shri R. G. Dubey) : (a) It has been decided that areas previously reserved for working by and for the Central Government should be worked on behalf of the Central Government and the State Government jointly. The question of taking over furtner areas for such working is being examined.

(b) The administrative and financial arrangements for such working in the joint interest of both the Central Government and the State Government are now under consideration. Meanwhile prospecting operations have already begun.

Handloom Industry

***901. Shri A. K. Gopalan** : Will the Minister of **Commerce and Industry** be pleased to state :

(a) whether it is a fact that the handloom industry in Mahe is facing a crisis;

(b) if so, the steps Government propose to take to help this industry in that area; and

(c) whether it is a fact that no assistance has been given to it from the Handloom Cess Fund ?

The Minister of Industries (Shri Kanungo) : (a) No, Sir.

(b) Does not arise.

(c) Financial assistance to the extent of Rs. 23.812 /8/- has been sanctioned for the development of handloom industry in Mahe.

हिन्दुस्तान शिपयार्ड लिमिटेड

***९११. श्री के० सी० सोधिया** : क्या **उत्पादन** मंत्री यह बताने की कृपा करेंगे कि :

(क) क्या सरकार ने जहाजों की लागत को कम करने के लिये जहाजों के प्रमापीकरण के हेतु हिन्दुस्तान शिपयार्ड लिमिटेड के चेयरमैन द्वारा दिये गये सुझावों पर विचार किया है :

(ख) यदि हां, तो इस मामले में क्या निर्णय किया गया है; और

(ग) इस सुझाव को क्रियान्वित करने से जहाजों की लागत में अनुमानत: कितने प्रतिशत कमी होने की सम्भावना है ?

उत्पादन उपमंत्री (श्री सतीशचन्द्र) : (क) तथा (ख) शिपयार्ड के अधिकारियों ने केवल विशेष प्रकार के ही जहाज बनाने के सम्बन्ध में जहाजों के मालिकों से जो बातचीत की है उससे विदित होता है कि व इन प्रस्ताव के अधिक पक्ष में नहीं हैं। इस विषय पर जहाज की कम्पनियों में आपस में भी मतभेद है। द्वितीय पंचवर्षीय योजना के अन्तर्गत जहाजों के बनाने का कार्यक्रम तय करने के सिलसिले में सरकार इस विषय पर फिर विचार विमर्श करने के लिये जहाजों के मालिकों को निमन्त्रित करने का इरादा रखती है ।

(ग) जहाजों की लागत में कितनी कमी होगी यह ठीक ठीक बताना कठिन है क्योंकि यह इस बात पर निर्भर करेगा कि किस आकार के और कितने प्रकार के जहाज बनाने का निश्चय किया जाता है। विशेष प्रकार के ही जहाज बनाने से लागत में इकट्ठी सामग्री खरीदने और मजदूरी में बचत होने के कारण निश्चय ही कमी होगी। "जल" प्रकार के कई जहाजों को बनाने से यह अनुभव हुआ है कि मजदूरी में १० से १५ प्रतिशत कमी हो जाती है। ऊपरी खर्च का हिसाब लगा कर कुल लागत में ५ प्रति शत बचत होती है ।

Film Industry

***918. Shri Gidwani** : Will the Minister of **Information and Broadcasting** be pleased to state :

(a) whether the attention of Government has been drawn to a statement given in a Press Conference by the President of the Indian Motion Picture Producers, Association about the film industry in India ;

(b) if so, whether the suggestions made by the President have been considered by Government; and

(c) which of the suggestions have been accepted by Government ?

The Minister of Information and Broadcasting (Dr. Keskar): (a) to (c). Government has received no communication from the President of the Indian Motion Picture Producers' Association. They have only seen a statement in the Press.

All India Service of Engineers

***919. Shri Krishnacharya Joshi :** Will the Minister of **Irrigation and Power** be pleased to state :

(a) whether Government have settled all the preliminaries for the constitution of an All India Service of Irrigation and Power Engineers ; and

(b) if so, when it will be constituted ?

The Deputy Minister of Irrigation and Power (Shri Hathi) : (a) Not yet, Sir. Final replies from some State Governments are awaited.

(b) It is not possible to give an indication at this stage.

Groundnut

***921. Shri Radha Raman :** Will the Minister of **Commerce and Industry** be pleased to state :

(a) whether it is a fact that Government have decided to release a certain quota of groundnuts for export from Uttar Pradesh ; and

(b) if so, the quota fixed for this year ?

The Minister of Commerce and Industry and Ion and Steel (Shri T. T. Krishnamachari): (a) No special quota for export of groundnuts from Uttar Pradesh has been released.

(b) Does not arise.

Mahe

***922. Shri A. K. Gopalan :** Will the **Prime Minister** be pleased to state :

(a) whether Government have received any representations from the public and organisations in Mahe (Former French Possession) in Malabar District for the starting of new industries there ;

(b) if so, the details thereof; and

(c) the action taken in the matter ?

The Deputy Minister of External Affairs (Shri Anil K. Chanda) : (a) to (c). A representation was received from the President of Mahe Congress Committee suggesting the opening in Mahe of co-operative societies for fishermen and weavers and the need for establishing tinning, canning and coir industry.

The Pondicherry Government have prepared a number of development plan for Mahe and other parts of the State in consultation with the local bodies. As result thereof a Co-operative Society for fishermen will be inaugurated shortly in Mahe. A Weaver's Co-operative Society will also be started as soon as the scheme is approved by the All-India Handloom Board. Another scheme on multi-purpose co-operative organisation is presently being examined by the Government of India and it is expected to be executed shortly.

Further, the possibility of establishing new industries in the Pondicherry State is under urgent consideration of the Government of India.

हिन्दुस्तान स्टील लिमिटेड

***९२५. श्री क० सी० सोधिया** : क्या **लोहा और इस्पात** मंत्री यह बताने की कृपा करेंगे कि

(क) हिन्दुस्तान स्टील लिमिटेड कारखाने के सिलसिले में इस्पात संयंत्र (प्लाट) के रूपांकन (डिजाइन) का प्रशिक्षण प्राप्त करने के लिये कितने भारतीय इंजीनियरों को जर्मनी भेजा गया है; और

(ख) इन इंजीनियरों का चुनाव किस प्रकार किया गया; तथा इनके प्रशिक्षण प्राप्त करने की कालावधि कितनी है और वहां से लौटने के उपरांत ये कहां कार्य करेंगे ?

वाणिज्य और उद्योग तथा लोहा और इस्पात मंत्री (श्री टी० टी० कृष्णमाचारी): (क) २५ ।

(ख) इन स्थानों का हिन्दुस्तान स्टील लिमिटेड ने विज्ञापन निकाला था। आवश्यक योग्यता वाले आवेदन-कर्ताओं में से १० को इसी कार्य के लिये बनाई गई समिति ने चुना था। शेष १५ इंजीनियरों को कम्पनी के मैनेजिंग डायरेक्टर और अन्य दो डायरेक्टरों ने ट्रेन जर्मनी और अमेरिका से चुना है। इन इंजीनियरों को शिक्षा दी जायेगी जिसकी अवधि का निश्चय

टैक्निकल परामर्शदाता (मैसर्स क्रप डेमाग) करेंगे। इसके बाद वे कम्पनी की नौकरी करने के लिए भारत लौट आयेंगे।

Technological Institute

*929. **Shri Radha Raman :** Will the Minister of **Commerce and Industry** be pleased to state :

(a) whether it is a fact that the Government of India have accepted the proposal submitted by the Government of Uttar Pradesh for setting up a branch unit of the Small Scale Industries Technological Institute at Agra;

(b) the total number of such proposals put before the Union Governmen since 1947 and the names of the States which submitted them ; and

(c) the number of proposals accepted and rejected by Government ?

The Minister of Industries (Shr Kanungo) : (a) Yes, Sir.

(b) Proposals have been received from the Govenments of Madhya Bharat Mysore and Jammu and Kashmir.

(c) So far the proposal from Uttar Pradesh only has been accepted.

Mileage of Roads

452. Mulla Abdullabhai : Will the Minister of **Planning** be pleased to state :

(a) the total mileage of roads constructed in Madhya Pradesh so far in the Community Project Areas and National Extension Service Blocks giving the length completed yearwise ; and

(b) the names of the localities where these roads have been constructed ?

The Deputy Minister of Planning (Shri S. N. Mishra): (a) and (b). A statement giving the information is laid on the Table of the House [*See* Appendix VI, annexure, No. 6].

Rural Housing and Agricultural Scheme

453. Shri D. C. Sharma : Will the Minister of **Planning** be pleased to state :

(a) the total amount spent so far under the Rural Housing and Agricultural Scheme, for landless workers in the Community Project Areas in Punjab and

(b) the number of houses built so far in those areas ?

The Deputy Minister of Planning (Shri S. N. Mishra): (a) Information is being obtained from the State Government and will be laid on the Table of the House when received.

(b) 2834 upto 31st March, 1955.

Copper-wire

454. Shri Ibrahim : Will the Minister of **Commerce and Industry** be pleased to state :

(a) whether bare copper wire (electrolytic) is produced in India ; and

(b) if so, the quantity and value of such wire produced every year ?

The Minister of Commerce and Industry and Iron and Steel (Shri T. T. Krishnamachari): (a) Yes, Sir.

(b)

Year	Approx. production	Approx. Value
	Tons	Rs. crore
1952	5,930	3·1
1953	7,372	3·75
1954	7,580	4·5

Mica Ore

455. Shri Ibrahim : Will the Minister of **Commerce and Industry** be pleased to state :

(a) the quantity of mica ore produced in the country during the year 1954-55 and the value thereof in rupees;

(b) the percentage of the total production consumed in India and the percentage exported during the above period ;

(c) the main Indian industry which absorbs this ore and the percentage of annual consumption; and

(d) the main foreign industries which make use of Indian mica ?

The Minister of Commerce and Industry and Iron and Steel (Shri T. T. Krishnamachari) : (a) Exact production figure for 1954-55 is not available. According to the returns received by the Chief Inspector of Mines, the production in 1954 was as follows :—

	Cwts.
Dressed Mica	103,381
Waste Mica	3,264
Crude Mica	4,756

It is difficult to estimate the value of these products.

(b) and (c). Practically the whole of it output is exported ; and a negligible

quantity that is internally used is mainly absorbed by the micanite industry.

(d) Largely the Electrical Industries.

Cigarettes

456. Shri Ibrahim : Will the Minister of **Commerce and Industry** be pleased to state the total quantity and value of cigarettes manufactured in India in 1954-55 and the variety of tobacco used therefor ?

The Minister of Commerce and Industry and Iron and Steel (Shri T.T. Krishnamachari) : About 20,000 million cigarettes, valued at about Rs. 45 crores, were manufactured in India in 1954. Information regarding the variety of tobacco used is not available.

Soap

457. Shri Ibrahim : Will the Minister of **Commerce and Industry** be pleased to state :

(a) the total quantity of soap manufactured in the various States of India by Indian firms during 1952, 1953 and 1954, separately ; and

(b) the total quantity of soap manufactured in India by foreign firms during the same period ?

The Minister of Commerce and Industry and Iron and Steel (Shri T. T. Krishnamachari) : (a) A statement is attached about production in the organised sector. [*See* Appendix VI, annexure No. 7].

(b) 51,435 tons in 1952, 50,561 tons in 1953 and 50,381 tons in 1954.

अमोनियम सल्फेट

४५८. **सेठ गोविन्द दास** : क्या **वाणिज्य और उद्योग मंत्री** यह बताने की कृपा करेंगे कि

(क) अप्रैल, १९५४ से मार्च १९५५ तक देश में अमोनियम सल्फेट (अबरक) का कितनी मात्रा में उत्पादन किया गया है ;

(ख) देश में कितनी मात्रा का उपयोग किया गया है;

(ख) कितनी मात्रा का निर्यात किया गया है; और

(घ) आज कल कितनी मात्रा बची है ?

वाणिज्य और उद्योग तथा लोहा और इस्पात मंत्री (श्री टी० टी० कृष्णमाचारी): (क) ३,६४,६३६ टन ।

(ख) ४,७०,२०० टन जिसमें विदेशों से मंगाये गये ६४,००० टन भी शामिल हैं ।

(ग) सिन्दरी के स्टाक से नेपाल को भेजे गये २०० टन अमोनियम सल्फेट को छोड़ कर और कुछ नहीं ।

(घ) १ अप्रैल, १९५५ को २३,४४१ टन ।

Community Radio Sets

459. Dr. Satyawadi : Will the Minister of **Information and Broadcasting** be pleased to state the number of Community Radio Sets supplied by Government so far to each State ?

The Minister of Information and Broadcasting (Dr. Keskar) : During 1954-55, 1,220 Community Radio Sets were supplied to State Governments under the Central Government's Subsidy Scheme as per details shown below :

1.	Uttar Pradesh	1,000
2.	Himachal Pradesh	50
3.	Vindhya Pradesh	20
4.	Travancore-Cochin	50
5.	Assam	100
	TOTAL	1,220

For the supply of 13,340 Community Radio Sets representing the requirements for 1955-56 intimated so far by the various State Governments, orders have been placed through the Director General of Supplies and Disposals, New Delhi.

The supply is expected to be completed before the close of the current financial year.

Air Artistes

460. Dr. Satyawadi : Will the Minister of **Information and Broadcasting** be pleased to lay on the Table of the House a statement showing :

(a) the number of permanent artistes at each station of the A.I.R. ; and

(b) the number of those belonging to the Scheduled Castes amongst them ?

The Minister of Information and Broadcasting (Dr. Keskar): (a) There are no permanent artistes at A.I.R. stations.

(b) Does not arise.

Industries for Displaced Persons

461. { **Shri B. K. Das :**
Dr. Ram Subhag Singh :

Will the Minister of **Rehabilitation** be pleased to state :

(a) the names of the industries (with the names of factory sites) so far started in the Western as well as in the Eastern Zones for the purpose of providing gainful employment to displaced persons ;

(b) the amount of loan advanced to each of those industries and the amount invested by the displaced persons themselves ; and

(c) the number of displaced persons already employed by them ?

The Deputy Minister of Rehabilitation (Shri J. K. Bhonsle) : (a) to (c). A statement is laid on the Table of the House. [*See* Appendix VI, annexure No. 8]. The facilities for setting up industries in refugee townships are given to industralists irrespective of the fact whether they are displaced persons or not. They are usually required to invest 50 percent of the value of machinery and the entire working capital.

Trade between Tibet and Ladakh

462. { **Shri Heda :**
Sardar Iqbal Singh :

Will the Minister of **Commerce and Industry** be pleased to state :

(a) the number of trade missions exchanged between Tibet and Ladakh since April, 1955 ; and

(b) whether the trade between the two regions has decreased or increased in the last three years ?

The Minister of Commerce and Industry and Iron and Steel (Shri T. T. Krishnamachari): (a) Government of India have not sponsored any exchange of trade missions between Tibet and Ladakh since April, 1955.

(b) Statistics of the trade between Ladakh and Tibet are not available. It is, therefore, not possible to say whether Ladakh-Tibet trade has increased or decreased.

Indian High Commissioner's Office at Pakistan

463. **Sri Krishnacharya Joshi** : Will the **Prime Minister** be pleased to state :

(a) whether the diplomatic immunity has been extended by the Government of Pakistan to the staff of the Indian High Commissioner in Pakistan; and

(b) the total number of persons employed in the office of Indian High Commissioner in Pakistan ?

The Pime Minister and Minister of External Affairs (Shri Jawaharlal Nehru) : (a) Yes, Sir. Those members of the staff who hold Pakistani nationality and who have been recruited locally, are not, however, entitled to such immunity.

(b) 166.

German Reparations Machinery

464. **Shrimati Ila Palchoudhury** : Will the Minister of **Works, Housing and Supply** be pleased to state :

(a) the total number of German reparations machinery received by India ;

(b) the number of machines sold during 1954-55;

(c) the number of machines which still remain to be sold ; and

(d) the total estimated value of the unsold machines ?

The Minister of Works, Housing and Supply (Sardar Swaran Singh): (a) 10,431.

(b) 251.

(c) 366.

(d) The book value is estimated at 28·6 lakhs, but it is difficult to estimate the price they will fetch when disposed of, because of the nature and condition of these machines.

Migration of Displaced Persons to Tripura

465. **Shri Biren Dutt** : Will the Minister of **Rehabilitation** be pleased to state :

(a) the number of Displaced Persons who migrated to Tripura during 1955, so far ;

(b) how many of them have been given doles; and

(c) how many of them have received loans?

The Minister of Rehabilitation (Shri Mehr Chand Khanna): (a) 11,752 persons upto the end of July, 1955.

(b) 1,186 persons.

(c) 490 persons.

सीमा निर्धारण

४६६. **श्री के० सी० सोधिया : क्या प्रधान मंत्री** यह बताने की कृपा करेंगे कि :

(क) १९५४–५५ में भारत और पाकिस्तान के बीच सीमा निर्धारण करने पर कुल कितना धन व्यय किया गया, तथा पश्चिमी और पूर्वी सीमाओं पर अलग अलग से कितना धन व्यय किया गया; और

(ख) सीमा निर्धारण करने के आरम्भ से अब तक कुल कितना धन व्यय किया गया है ?

प्रधान मंत्री तथा वैदेशिक कार्य मंत्री (श्री जवाहरलाल नेहरू) (क) तथा (ख). अब तक पूर्वी और पश्चिमी इलाक़ों में सीमा स्थिर करने पर कुल खर्च २०,७३,४७४ रुपये हुआ है। इस में से १९५४–५५ में पूर्वी इलाके में ५,३४,७०० रुपये खर्च हुआ था और उसी वर्ष पश्चिमी इलाके में हुआ खर्च १,८०६ रुपये था।

Export of Sandal Wood

467. Shri N. Rachiah : Will the Minister of **Commerce and Industry** be pleased to state:

(a) the total quantity of Sandal Wood exported to Messrs. Bush & Co. in America from the Mysore State during 1953-54 and 1954-55 ; and

(b) the total amount realised therefor ?

The Minister of Commerce and Industry and Iron and Steel (Shri T. T. Krishnamachari) : (a) and (b). The information required is not available.

Residential Accommodation

468. Shri Gadilingana Gowd : Will the Minister of **Works, Housing and Supply** be pleased to state :

(a) whether Government maintain a list called 'out-of-turn' list of officers who apply for housing accommodation;

(b) if so, whether houses are being allotted according to the priority in the list ;

(c) whether any of the officers in the 'out-of turn' list are given over-riding priority and allotted houses; and

(d) the number of such officers and reasons for giving over-riding priority to them ?

The Minister of Works, Housing and Supply (Sardar Swaran Singh) :

(a) Yes, Sir.

(b) Yes, Sir.

(c) and (d). During the 12 months ending on the 31st July 1955, only fifty officials were given over-riding priority against 798 officials who were sanctioned allotment out of turn. Such priority is given in cases of extreme hardship (*e.g.*, acute illness in the family, etc.) where it is considered necessary to provide accommodation urgently.

D.V.C.

469. Shri L. N. Mishra : Will the Minister of **Irrigation and Power** be pleased to state :

(a) whether the D.V.C. makes purchase of stores through the agency of the Directorate of Supply and Disposals;

(b) if so, since when ;

(c) the total value of stores purchased so far, independent of the Directorate of Supply and Disposals; and

(d) the reasons for making purchases direct ?

The Deputy Minister of Irrigation and Power (Shri Hathi) : (a) and (b). A statement is laid on the Table of the House. [*See* Appendix VI annexure No. 9].

(c) and (d). Information is being collected and will be laid on the Table of the House shortly.

Residential Accommodation

470. Sardar Akarpuri : Will the Minister of **Works, Housing and Supply** be pleased to state:

(a) the position of allotment of accommodation to Government servants drawing Rs. 500 per month and above ; and

(b) upto what stage these groups have been provided with accommodation ?

The Minister of Works, Housing and Supply (Sardar Swaran Singh): (a) and (b). There are in Delhi and New Delhi, 3187 Officers drawing pay of Rs. 500/- and above. Of these, 1509 officers have been allotted accommodation of their own class, and another 1188 are occupying

Government accommodation, including hostel accommodation, though not of their Class.

Cottage Industrial Training Centre

471, Shri Dasaratha Deb : Will the Minister of **Production** be pleased to state ;

(a) the number of students who are receieing training at present in the Cottage Industrial Training Centre, in Tripura ;

(b) the number of students who can be trained at a time in this training centre;

(c) the subjects of their training ; and

(d) the nature of facilities given to the trainees during the training period ?

The Deputy Minister of Poduction (Shri Satish Chandra): (a) to (d). The information is being collected and will be laid on the Table of the Sabha in due course.

Subsidised Industrial Housing Scheme

472. Shri H. G. Vaishnav : Will the Minister of **Works, Housing and Supply** be pleased to state :

(a) the number of houses constructed so ar, for the industrial and other labourers in the Hyderabad State under the Subsidised Industrial Housing Scheme ; and

(b) the amount spent thereon, so far ?

The Minister of Works, Housing and Supply (Sardar Swaran Singh): (a) and (b). A statement giving the requisite information is placed on the Table of the House [*See* Appendix VI, annexure No. 10].

CONTENTS

[VOL. IV, NOS. 1 TO 20 (DATED 25TH JULY TO 20TH, AUGUST 1955)]

COLUMNS

MONDAY, 25th JULY, 1955
Member Sworn 2919
Oral Answers to Questions—
Starred Questions Nos. 1 to 4, 6 to 15, 17 to 22, 24, 25, 27, 29 to 33, 36 and 37 2919—50
Written Answers to Questions—
Starred Questions Nos. 5, 16, 23, 26, 28, 34, 35 and 38 to 52 2950—58
Unstarred Questions Nos. 1 to 14 . . . . . 2958—64

TUESDAY, 26TH JULY, 1955
Oral Answers to Questions—
Starred Questions Nos. 53, 55, 56, 58, 73, 59 to 68, 70, 72 to 75, 78 and 80 2965—95
Written Answers to Questions—
Starred Questions Nos. 54, 57, 69, 71, 76, 77, 79 and 81 to 117 . 2995—3013
Unstarred Questions Nos. 15 to 42, 44 and 45 . . 3013—24

WEDNESDAY, 27TH JULY, 1955
Oral Answers to Questions—
Starred Questions Nos. 118 to 125, 127 to 129, 131 to 134, 136 to 138, 141, 142, 144 to 155 . . . . . 3025—55
Short Notice Question No. 1 . . . . . 3055—59
Written Answers to Questions—
Starred Questions Nos. 130, 135, 139, 140, 143, 156 to 163 3059—63
Unstarred Questions Nos. 46 to 73 . . . . . 3064—74

THURSDAY, 28TH JULY, 1955
Oral Answers to Questions—
Starred Questions Nos. 164 to 169, 202, 170 to 172, 174 to 177, 179 to 181, 183 to 185, 187, 188 and 190 to 192 . . . . . 3075—3103
Written Answers to Questions—
Starred Questions Nos. 178, 182, 186, 189, 193 to 201, 203 to 216 . 3104—13
Unstarred Questions Nos. 74 to 91 . . . . . 3113—22

FRIDAY, 29TH JULY, 1955
Oral Answers to Questions—
Starred Questions Nos. 217 to 221, 223 to 227,229 to 240, 242, 245, 248 to 254 3123—57
Written Answers to Questions—
Starred Questions Nos. 222, 228, 241, 243, 244, 246, 247, 255 to 273 . 3157—66
Unstarred Questions Nos. 92 to 125 . . . . . 3166—62

MONDAY 1ST AUGUST, 1955
Oral Answers to Questions—
Starred Questions Nos. 275, 277, 280 to 282, 285 to 292, 295 to 299, 303 to 305, 307, 309, 311, 312, 314, 276, 283, 293, 306, 313 and 308. . . 3183—3211
Written Answers to Questions—
Starred Questions Nos. 278, 284, 294, 300, 301 and 310 . 3211—13
Unstarred Questions Nos. 126 to 147 . . . . . 3213—22

TUESDAY, 2ND AUGUST, 1955
Oral Answers to Questions—
Starred Questions Nos. 315 to 317, 319, 320, 322 to 332, 334, 335, 337, 338, 340, 342, 344 to 349, 351, 352 and 354 . . . . .
Written Answers to Questions—
Starred Questions Nos. 321, 333, 336, 339, 341, 353, 355 and 356 .
Unstarred Questions to Nos. 148 to 167.

WEDNESDAY, 3RD AUGUST, 1955
Oral Answers to Questions—
Starred Questions Nos. 357 to 359, 364 to 368, 370 to 375, 377, 379 to 384, 386 to 392, 395, 398 to 400 and 402 . . . . . 3269—3301
Short Notice Question No. 2 . . . . . 3301—04
Written Answers to Questions—
Starred Questions Nos. 360, 361, 363, 369, 376, 378, 385, 393, 394, 396, 397, 403 to 411 and 413 to 418 . . . . . 3304—14
Unstarred Questions Nos. 19168 to 8 . . . . . 3314—32

	Columns
THURSDAY, 4TH AUGUST, 1955	
Oral Answers to Questions—	
Starred Questions Nos. 419, 420, 424 to 429, 431, 432, 434 to 437, 440, 443, 445, 447, 450 to 456, 459 to 461 and 423	3333—61
Written Answers to Questions—	
Starred Questions Nos. 421, 430, 433, 438, 439, 441, 442, 444, 449 and 457	3361—65
Unstarred Questions Nos. 199 to 214	3365—72
FRIDAY, 5TH AUGUST, 1955	
Oral Answers to Questions—	
Starred Questions Nos. 463, 462, 464 to 467, 493, 469, 468, 471 to 475, 477 to 481, 484 to 486 and 488 to 492	3373—3402
Written Answers to Questions—	
Starred Questions Nos. 470, 476, 483, 487, 494 to 496, 498 and 500 to 502	3403—06
Unstarred Questions Nos. 215 to 228	3407—14
MONDAY, 8TH AUGUST, 1955	
Oral Answers to Questions—	
Starred Questions Nos. 504 to 506, 508 to 514, 516, 519 to 522, 526 to 531, 536 to 538, 540, 542, 544 to 546 and 548 to 550	3415—46
Written Answers to Questions—	
Starred Questions Nos. 503, 507, 515, 517, 518, 524, 525, 532 to 535, 539, 543, 547 and 551 to 560	3446—55
Unstarred Questions Nos. 229 to 257	3455—68
TUESDAY, 9TH AUGUST, 1955	
Oral Answers to Questions—	
Starred Questions Nos. 561, 562, 564 to 567, 569, 570, 573 to 576, 578, 681, 582, 584 to 590, 597, 600, 568, 592, 563, 591 and 593	3469—98
Short Notice Question No. 3.	3498—99
Written Answers to Questions—	
Starred Questions Nos. 571, 572, 577, 579, 580, 583, 594, 595, 596, 598 and 599	3499—3504
Unstarred Questions Nos. 258 to 283	3504—14
WEDNESDAY, 10TH AUGUST, 1955	
Oral Answers to Questions—	
Starred Questions Nos. 601 to 603, 605 to 615, 618, 620 to 622, 626, 627, 631 to 633, 635 to 637, 639 to 642 and 644	3515—46
Written Answers to Questions—	
Starred Questions Nos. 604, 616, 617, 619, 623 to 625, 629, 630, 634, 638, 643, 645 to 657, 659 and 660	3547—57
Unstarred Questions Nos. 284 to 303	3557—64
FRIDAY, 12TH AUGUST, 1955	
Oral Answers to Questions—	
Starred Questions Nos. 661 to 667, 669, 672 to 678, 680, 682 to 688 and 690 to 693	3565—96
Written Answers to Questions—	
Starred Questions Nos. 668, 670, 671, 679, 681, 689 and 694 to 702	3596—3602
Unstarred Questions Nos. 305 to 308, 310 to 312 and 314 to 343	3602—20
SATURDAY, 13TH AUGUST, 1955	
Oral Answers to Questions—	
Starred Questions Nos. 703, 704, 710, 705 to 707, 711, 713, 715 to 717, 719, 722, 724, 725, 730, 731, 734, 735, 737 to 739, 709, 729 and 732.	3621—46
Short Notice Question No. 4	3646—48
Written Answers to Questions—	
Starred Questions Nos. 708, 712, 714, 717, 718, 720, 721, 723, 726 to 728, 733, 736, 740, 279 and 302	3648—54
Unstarred Questions Nos. 344 to 356	3654—60
TUESDAY, 16TH AUGUST, 1955	
Written Answers to Questions—	
Starred Questions Nos. 741, 745, 746, 749, 753 to 755, 757 to 759, 762, 767, 768, 770, 772 to 774, 776 to 780, 789, 782, 784 to 786, 788, 318, 497 and 764	3601—91
Short Notice Quettion No. 5	3691—93
Oral Answers to Questions—	
Starred Questions Nos. 742 to 744, 747, 748, 750 to 752, 756, 760, 761, 763, 765, 766, 769, 771, 775, 781, 783, 787 and 343	3693—3701
Unstarred Questions Nos. 357 to 381	3702—12

WEDNESDAY, 17TH AUGUST, 1955 — COLUMNS

Oral Answers to Questions—
Starred Questions Nos. 790 to 792, 796, 797, 799 to 809, 811, 812, 814 to 816, 818, 822, 823 and 825 to 829 . . . . . 3713—45
Written Answers to Questions—
Starred Questions Nos. 793 to 795, 798, 810, 813, 817, 819 to 821, 824, 830 to 851, 362 and 401 . . . . . 3745—59
Unstarred Questions Nos. 382 to 435 . . . . . 3760—86

THURSDAY, 18TH AUGUST, 1955
Oral Answers to Questions—
Starred Questions Nos. 853, 854, 857 to 857, to 865 869, 870, 872, 873, 876, 877, 879, 881, 882, 884, 888, 855, 871, 880, 887 and 875 . . . . . 3787—3817
Written Answers to Questions—
Starred Questions Nos. 852, 856, 866 to 868, 874, 878, 883, 885 and 886 3817—20
Unstarred Questions Nos. 436 to 451 . . . . . 3820—28

FRIDAY, THE 19TH AUGUST, 1955
Oral Answers to Questions—
Starred Qustions Nos. 889, 893, 898, 900, 902 to 904, 906 to 910, 912, 913, 916, 917, 920, 923, 924, 926 to 928, 930, 482, 899, 894, 897, 895, 905 and 914 . 3829—58
Written Answers to Questions—
Starred Questions Nos. 890 to 892, 896, 901, 911, 918, 919, 921, 922, 925 and 929. 3859—65
Unstarred Questions Nos. 452 to 472 . . . . . 3865—74

SATURDAY, 20TH AUGUST, 1955
Oral Answers to Questions—
Starred Questions Nos. 933 to 935, 940, 941, 943 to 945, 947, 948, 950 to 953, 957, 959 to 962, 968, 970, 971, 974, 975, 931, 938, 936, 949, 954, 965 and 972 . 3875—3908
Short Notice Question and Answer No. 6 . . . . . .
Written Answers to Questions—
Starred Questions Nos. 932, 937, 939, 942, 946, 955, 958, 963, 964, 966, 967, 969 and 973 . . . . . 3908—12
Unstarred Questions Nos. 473 to 513 . . . . . 3913—30

INDEX — I—174

Friday, 19th August, 1955

The Lok Sabha met at Eleven of the Clock

[MR. SPEAKER *in the Chair*]

QUESTIONS AND ANSWERS

(*See* Part I)

12 NOON

BUSINESS ADVISORY COMMITTEE

TWENTY-THIRD REPORT

Shri M. A. Ayyangar (Tirupati): I beg to present the Twenty-third Report of the Business Advisory Committee.

INDIAN ARMS ACT

PRESENTATION OF PETITION

Shri Viswanatha Reddy: (Chittoor): I beg to present a petition signed by Shri C. Kesavaiah Naidu, Member, District Planning and Development Committee, Chittoor, relating to the amendment of the Indian Arms Act, 1878.

CORRECTION OF ANSWER TO STARRED QUESTION

The Minister of Information and Broadcasting (Dr. Keskar): In reply to one of the supplementaries to Starred Question No. 2156 answered on the floor of the House on 11th April, 1955, I made a statement which would have to be corrected. I said that the language in which the largest number

of films had been produced by the Films Division was English and after that, Hindi. The correct position is that the largest number of films has been produced in Hindi and after that comes English.

ELECTIONS TO COMMITTEES

RUBBER BOARD

The Minister of Industries (Shri Kanungo): I beg to move:

"That in pursuance of clause (e) of sub-section (3) of Section 4 of the Rubber Act, 1947, as amended by Act No. 54 of 1954, the Members of this House do proceed to elect in such manner as the Speaker may direct, two Members from among themselves to serve as members on the Rubber Board constituted under the said Act."

Mr. Speaker: The question is:

"That in pursuance of clause (e) of sub-section (3) of Section 4 of the Rubber Act, 1947, as amended by Act No. 54 of 1954, the Members of this House do proceed to elect in such manner as the Speaker may direct, two Members from among themselves to serve as members on the Rubber Board constituted under the said Act."

The motion was adopted.

COFFEE BOARD

Shri Kanungo: I beg to move:

"That in pursuance of clause (xiv) of sub-section (2) of section 4 of the Coffee Act, 1942, as amended by Act No. 50 of 1954, the Members of this House do proceed to elect in such manner

[Shri Kanungo]

as the Speaker may direct, two Members from among themselves to serve as members on the Coffee Board constituted under the said Act."

Mr. Speaker: The question is:

"That in pursuance of clause (xiv) of sub-section (2) of section 4 of the Coffee Act, 1942, as amended by Act No. 50 of 1954, the Members of this House do proceed to elect in such manner as the Speaker may direct, two Members from among themselves to serve as members on the Coffee Board constituted under the said Act."

The motion was adopted.

Mr. Speaker: The dates in respect of these elections, that is the dates for nomination, withdrawal and election will be announced in the Parliamentary Bulletin. Instead of making these announcements here, we shall follow this new procedure in subsequent cases, from now on.

COMPANIES BILL—*Contd.*

Mr. Speaker: The House will now take up the Companies Bill. The Finance Minister will continue his reply to the debate. The motion for consideration of the Bill will be disposed of by about 1-30 P.M. Thereafter, the House will take up the discussion on the Report of the Press Commission for which 12 hours have been allotted.

As has already been decided, the House will sit one hour longer today and perhaps tomorrow. The Private Members' Business will accordingly be taken up at 3-30 P.M. today.

The Minister of Finance (Shri C. D. Deshmukh): I started yesterday with the observation that after all this debate I felt more than ever convinced that the Scheme put forward by the Joint Committee was by and large the most suitable in the circumstances. I doubt if, within the time that is available to me, I shall be able to develop all my arguments. But, I feel consoled by the reflection that during the clause-by-clause consideration stage, assuming that the House accepts the present motion, I shall have many opportunities of dealing in great detail with some of the points of detail that have been raised by hon. Members, points which do not go to the principle of the matter.

Hon. Members have pressed into service a large number of animals for the purpose of this debate: sharks, vultures, tigers, lambs and even monkeys.

Shri Gadgil (Poona Central): Ancestor worship.

An Hon. Member: Leech.

Shri C. D. Deshmukh: Yes, leech. Before I deal with some of them, I should like to deal with one other species of animals, namely the red herring which some Members have drawn across the Bill.

Shri M. S. Gurupadaswamy (Mysore): It is the spirit.

Shri C. D. Deshmukh: Some of these are mal-odorous and offensive—I mean some of the observations made by an hon. Member from Madhya Bharat, who is, I think the Leader or Deputy Leader of one of the important parties: I do not see him there.

An Hon. Member: He is here.

Shri C. D. Deshmukh: I am sorry, I looked for him in his usual place.

Shri Kamath (Hoshangabad): He is nearer to you now. He has moved up to the front Bench.

Shri C. D. Deshmukh: He put out a strange theory that the Government was proposing to assume all these powers, and they are nearly 100 in the Bill as reported by the Joint Committee, for political purposes, ...

Babu Ramnarayan Singh (Hazaribagh West): No doubt.

Shri C. D. Deshmukh: ..... in fact, for encouraging political graft. A dignified reply to this has already been given by another hon. Member on this side of the House, and that is that these are not any longer the proposals of the Government, but are the proposals of the Joint Committee. Therefore, it seems to me that the hon. Member has been imputing motives not to the Government, but to about 49 Members of this hon. House and the other House.

Shri V. G. Deshpande (Guna): Dominated by the majority political party.

Shri C. D. Deshmukh: That is all that I wish to say on these observations.

As regards the other red herring, that is, the case of loans advanced to certain iron and steel companies, the object of referring to this is obviously to throw a fog of suspicion over the Government's motives and to make out that the Government have a bias, a somewhat illegitimate bias, in favour of big capitalists and big industry. The facts in connection with this particular matter were given out to the House by my colleague, the Commerce and Industry Minister in answer to Starred Question 313 on the 31st August, 1954. He explained why the Government had agreed to give a loan of Rs. 10 crores to the Tata Iron and Steel Co., which would be free of interest till 1st July, 1958, or such other date as may be mutually agreed upon, to enable the company to complete their modernisation and expansion programme, the total estimated cost of which is about Rs. 43 crores. He said the intention is not to charge interest for the period of construction with a view to helping in the expansion and modernisation of the plant. He also mentioned that a loan of Rs. 10 crores on similar terms had been granted to the Indian Iron and Steel Company for partially financing their expansion programme. Both loans are interest-free only up to July 1958. The rate of interest to be charged thereafter is to be determined by Government on the advice of the Tariff Commission. He then went on to explain the importance of the expansion of steel production to the country and the necessity of granting loans therefor on favourable terms because of the fact that the prices of iron and steel are rigorously controlled and the steel industry has had no opportunity as other industries to accumulate resources sufficiently to undertake large expansion schemes. In view of these facts, I challenge any hon. Member who wants to study this matter dispassionately to come to the conclusion that any particular bias of a private nature, so to speak, has been shown to the steel manufacturers.

Shri M. S. Gurupadaswamy: Are you extending the same facilities to other industries?

Shri C. D. Deshmukh: If the circumstances are similar, I have no doubt that the extension of similar facilities will be considered by Government. These cases are very special and the importance of iron and steel to the country cannot be exaggerated.

In the same connection another hon. Member, the Member from Poona, referred to retention prices and in his opinion also this was an act of partiality. The retention price is a price which is considered to be just to the manufacturers and it is not the market price. The market price is determined in accordance with the price of our own manufacture and the price of imported steel, and that bears an element which forms a subsidy to the consumer in regard to the consumption of imported steel, and it is for that purpose that the manufacturer is given a retention price which is smaller than the market price. Now, it does happen that as among different producers the same retention price does not hold good. Within my experience, at one time, the retention price of one of two manufacturers has been higher than that of the other.

[Shri C. D. Deshmukh]

Then, with the expansion of production in the particular unit, their production price has become lower than the other. And it is all a question whether you fix differential retention prices or a uniform retention price. Both methods have been adopted in the past and all that the present decision involved was the adopting of the method of fixing a uniform retention price. There again, there may be a difference of view, but I submit that there is no evidence of any partiality towards the capitalist. The hon. Member said that in this matter we were probably firm-minded. In retort I can only say that in making this accusation he is somewhat infirm-minded.

Shri Gadgil: It is entirely subjective.

Shri Sadhan Gupta (Calcutta South-East): This is confirmation of firm-mindedness.

Shri C. D. Deshmukh: That brings me to the next matter of general importance, and that is that we are not here dealing with the merits or the disadvantages or advantages of the private sector as a whole. When hon. Members referred to the socialistic pattern of society, they had mostly in mind the existence of the private sector. That is a matter of economic policy which the House has in a sense debated when we discussed the issue of economic policy in, I think, December last. Here is a case of accepting the existence of the private sector to the extent to which we are going to permit it and of finding out how efficient an instrument we can make of company law in order that we may get the best out of the private sector. In this narrow conception of the matter I do not think it is relevent to consider at every step to what extent our desire to evolve a socialistic pattern is reflected in almost every clause of the Bill. To the extent to which we can relevantly consider this matter, I claim that Government and the Joint Committee have considered it There are provisions, for instance, which affect, as I shall show, materially the remuneration payable to managing agents and in respect of other forms of management. There are restrictions also the object of which is to put a curb on the concentration of economic power to the extent to which it is likely to prove to be to the common detriment. Therefore it is that I said that the advantages or disadvantages of the scheme that the Joint Committee has put forward should be considered in a somewhat narrower context, principally the interests of the shareholders. By that I do not mean any particular body of shareholders, nor do I mean the existing shareholders. I mean the people who are prepared to put their money even in the future into private enterprise. Having decided that we shall have a private sector and having come to the conclusion that we should exert to extract the best out of that sector, it is our duty to consider how the private investor can be encouraged to put his money into joint stock enterprise. That, it seems to me, is a very legitimate and a very laudable object. Other matters of economic policy are not thereby barred from consideration. All I am pointing out is there are other occasions and there are other places in which we could more appropriately consider them.

Take this question of limitation of dividends or profits. That is a matter which lies in the fiscal field, as it has lain in the fiscal field, except perhaps for monopoly undertakings like electricity and so on where the Act itself lays down certain maxima and certain methods of transferring advantages to the consumer. But for the rest, when we are dealing with the whole field of industry, it is not usual to deal with matters relating to the level of dividends or profits in a Bill of this kind. There are measures which can be considered at the proper time. Dividend limitation, excess profits tax, capital gains tax—these are all well-known instruments, and it is open to any Member to advocate their use at

the proper time or to take Government to task if in their opinion they feel that they have not been used at the appropriate time.

There is another general observation I would like to make, and that is in trying to come to a verdict on different forms of management, hon. Members should not be carried away by the historical perspective alone. What I meant was, if they find a long catalogue of evils, shall we say, being traced to managing agents, they should consider whether the same evils would not have flowed even if there had been no managing agents. That is to say, there are certain forms of abuse which could in the same circumstances have been practised even by boards of directors or by secretaries and treasurers or under any other form of management. Otherwise, there is a danger of our being carried away by a fallacy.

Many hon. Members, therefore, referred to this socialistic pattern of society, and have said that since 1936 when the law was amended last in a comprehensive way, since 1951 when it was temporarily amended, and again since the Bhabha Committee's report was considered and a Bill was framed, many important things have happened especially in the formulation of the economic policy and the acceptance of the principle of the evolution of a socialistic pattern of society by the country. I say that even more than this, another thing has happened, and that is the whole scene of Indian economy now is dominated by the necessity of having planned development. In other words, we are nearly completing the First Five Year Plan, and are on the eve of formulating the Second Five Year Plan. And therefore I think that if one has to put all our legislative measures to the test of current events, I suggest that one should consider the proposed provisions of this Bill in the light of the duties that are going to be cast on us, and particularly Government, in respect of the Second Five Year Plan.

It is, I think, known to hon. Members that the Plan-frame makes a certain provision for new investment in heavy industries in the private sector. I believe they also know that that figure has been raised, in consultation with the private sector, for the consideration of the Planning Commission, by the Minister of Commerce and Industry. It is somewhere round Rs. 750 crores. Now, we have to ensure that in the field which has been allotted to the private sector they deliver the goods; and therefore it would be unwise on our part, if we take a step which to the best of our judgment will prove an obstacle in the way of the private sector discharging the responsibilities that are going to be laid on it, and it would certainly increase unbearably the special responsibility of the Ministry which is charged with securing these results from the private sector.

One hon. Member complained, and I think rightly, that we have not furnished sufficient facts and figures to enable the Members of this House to come to an objective judgment in regard to the possible utility of continuing for some time an amended form of the managing agency system. Now, I believe I am in order in saying that a certain number of facts and figures were furnished to the Joint Committee, and I did not realise that those would not be available, or are not available, in the printed literature, to the House. I have therefore circulated yesterday a short statement summarising—giving the totals etc.,—the information in this respect that is available to us. I shall come to those facts later.

But the point I wish to make is that they will find from those figures that managing agents have in the recent past played a not insignificant role in promoting companies and in financing them. And there is no reason why we should not continue to take advantage of their services on our terms and not on theirs. Now, the terms principally include rewards, remuneration for

[Shri C. D. Deshmukh]

service. If we are assured that according to our judgment those rewards will be moderate in future, there is no reason why, with the necessary curbs against malpractices, the community should be deprived, as long as we like, of the services of experienced people and well-known forms of management.

According to certain hon. Members, apparently, the possession of private capital is a sin. I should like to point out that the gains of private enterprise are not a necessary concomitant of any particular form of management. We are all aware that the managing agency system is not known in the U.S.A. or in the U.K. Nevertheless, the U.S.A. has its tycoons, and Western Europe has its cartels. These are not, as I said, the product of the managing agency system. They are phenomena which can be stopped, as to the extent considered necessary they are stopped in those countries, by appropriate measures under a socialistic pattern of society. I believe even in our country many businessmen are genuinely anxious to play a helpful role under such a system, and I think it will be wisdom and statesmanship on our part to encourage them.

Now, I come back to facts about the growth of companies. One hon. Member, who by the way put words into my mouth which I had not uttered, namely that we had preserved the structure of the Companies Bill which was in existence since 1867 or some other date he mentioned.....

Shri Vallatharas (Pudukkottai): It was my own observation. I never said they came from your mouth. But there are the remarks passed by you in the opening speech.

[MR. DEPUTY-SPEAKER *in the Chair.*]

Shri C. D. Deshmukh: Those remarks were misquoted. What I said was—this is a diversion—that the Joint Committee had by and large preserved the structure of the Companies Bill as originally introduced in the House, and that they had not made any changes, substantial changes or fundamental changes of principle. I never went back to Adam or any other antediluvian date.

That hon. Member said that the record of managing agents is clear from the statistics regarding liquidation of companies. I have figures here going back to 1914-15. But I won't take the House over such a long period. I have also separate figures here from 1943-44—which is recent history, shall we say—to 1954-55. Now, it is true that almost every year a very large number of companies go into liquidation. I will give a few figures. In 1943-44, 533 companies went into liquidation involving a paid up capital of Rs. 5 crores. On the other hand, 1,443 companies were registered anew involving a paid up capital of Rs. 3 crores.

Mr. Deputy-Speaker: How many of them were managed by managing agents?

Shri C. D. Deshmukh: I assume that the bulk of them were managed by managing agents. I am assuming that that is the predominant form. That is why when we pass a judgment on the growth of industry in this country, we are indirectly passing a judgment on the managing agency system.

Mr. Deputy-Speaker: Managing agents were there both in those which have gone into liquidation as well as the others?

Shri C. D. Deshmukh: I imagine so. I have got figures for two years. It may be that in a particular year, the position may be different. The position may differ from year to year.

Shri K. P. Tripathi (Darrang): Did any managing agency firms go into liquidation?

Shri C. D. Deshmukh: It certainly would cease to manage a company which went into liquidation. I do not know the further fate of the managing agency because they would manage some companies which go into

liquidation and some which are running. There is another year, I would take, 1950-51—that is the beginning of the Plan period. New registrations were 2104; liquidations were 830 companies. On the other hand, paid up capital was Rs. 3 crores in new registrations but Rs. 9 crores in companies under liquidation. It is true that in all these years, during 1943-44 to 1954-55, the paid up capital of companies which were registered—a very large number of them smaller companies—was Rs. 67 crores, whereas the paid up capital of companies which went into liquidation was Rs. 89 crores. But the point I wish to make is that this is not the only evidence on which one should adjudge this case; one must also consider what has happened to.....

Shri Vallatharas: I want to ascertain one fact. The hon. Minister mentioned about liquidations. Practically the part of the managing agents thereon is conceded. But what are the main items of misappropriation or malpractice or abuse on account of which these liquidations have happened? If the hon. Minister can enlighten us on that, it would be of great use.

Shri C. D. Deshmukh: That takes one very much farther a field than time would permit. I am only taking the kind of evidence that he adduced. He is now raising a new point. All I am saying is that you cannot consider this matter only on the basis of liquidation figures. In the first place, you must consider new registrations. Secondly, what is more important—I am coming to the more important point.....

The Minister of Commerce and Industry and Iron and Steel (Shri T. T. Krishnamachari): Pudukkottai companies went into liquidation when it was merged in the Indian Union.

Shri C. D. Deshmukh: The hon. Member probably knows the reason. The total number of companies in 1943-44 was 13,689; in 1954-55, the provisional figure is 29,779. That is to say, the total number of companies has more than doubled in these 11 or 12 years. The paid up capital of companies at work, that is to say, plus new registrations minus liquidations, was Rs. 354 crores in 1943-44, and in 1954-55, it was Rs. 983 crores. Now, I ask the hon. Member and the House to say whether any system under which the number of companies, the net number of companies, has more than doubled and the paid up capital has become nearly three-fold, is a system which is not in the interest of the country. All I am saying is that I am qualifying the statement that he made—that you can judge of the record of managing agents merely by these statistics of liquidation. I say that that is a fallacious line of reasoning.

Now, the other set of facts which I should like to give you are facts in connection with the part played by managing agents in financing or promoting, because two hon. Members opposite made the point that the contribution of managing agents to the paid up capital of companies, the managing agents' role in financing industrialisation, is a myth. The other hon. Member said that the system should be abolished; it is a dialectical reasoning—because private capitalists feel that they cannot work under the new system, therefore it should be abolished. But that is a separate argument. But as regards this argument about the facts of the case, the position is that we have examined the statistics of 1720 companies managed by 1340 managing agencies which cover a large proportion of the bigger managing agency firms. It was found that out of the paid up capital of Rs. 251·21 crores, the managing agents had contributed Rs. 29·26 crores, being 13·60 per cent. of the aggregate paid up capital of these companies. Now, as regards loans and advances made or guaranteed by the managing agents, they amounted to a little over Rs. 18 crores in a total of Rs. 76·45 crores of all kinds of loans and advances, which gives a percentage of 23·95. These figures relate, as I said,

[Shri C. D. Deshmukh]

to 1720 companies and to the year 1951-52. Therefore, it seems to me that it is wrong to assert that the contribution of managing agents to the promotion or financing of companies is a myth. Anything in the nature of nearly 15 per cent. of the original capital or about 25 per cent. in the loans and advances could hardly be regarded as a myth or phantom.

Shri C. C. Shah (Gohilwad-Sorath): Are there no separate figures for loans made by managing agents and loans guaranteed by managing agents? The figure given relates to the two put together.

Shri C. D. Deshmukh: Yes. I am giving the separate figures. Rs. 10·54 crores is the figure of loans and advances made by managing agents, Rs. 7·77 crores is the figure of loans guaranteed by managing agents.

Shri K. P. Tripathi: Is it not a fact that Government are at present advancing far more capital than the entire capital advanced by managing agents each year?

Shri C. D. Deshmukh: I doubt it. Hon. Members have referred to various corporations—the Industrial Finance Corporation and various State corporations—and they have also referred to some of these special loans made. Now, the special loans are in a special category, because they are out of the equalisation fund which is the result of tapping the difference between the selling price and the retention price. But apart from these, I should say that the total loans made by Government are not of this dimension. These figures relate to one year. I have no reason to assume that these figures are extraordinary, that is to say, abnormal for that particular year. Therefore, if one assumes that they find about Rs. 18 to Rs. 20 crores per year, then I should say that the finance advanced by Government does not even come to one-fourth or one-fifth.

Shri T. S. A. Chettiar (Tiruppur): What is the proportion to the total investment?

Mr. Deputy-Speaker: Let the hon. Minister be allowed to proceed in his own way.

Shri C. D. Deshmukh: I only give these figures without making any point. We are not sitting here in a full inquisition on this.

Shri Gadgil: They have done a little, not much, however.

Shri C. D. Deshmukh: That is a matter of opinion. I am only saying that this is not a myth or a phantom and that if one were to eliminate the managing agency system one would have to find so much or induce banks to give finance to the extent of the Rs. 8 crores or Rs. 20 crores. One would also have to find about 15 per cent. of the capital of new promotions.

Mr. Deputy-Speaker: May I make one suggestion? I do not know how far the hon. Finance Minister will agree. In view of certain questions being put on facts, and as it is possible that the hon. Minister may be able to gather much better information than the hon. Members here and as the managing agencies clauses will come up later on, hon. Members may send their questions to the office here and they will be passed on to the hon. Minister and the figures may be collected and.....

Shri T. S. A. Chettiar: May be circulated.

Mr. Deputy-Speaker: .... and may be circulated later on before we come to these clauses.

Shri C. D. Deshmukh: I shall do my best and give whatever information is available with me. That is why I have circulated this statement here. We should have circulated this earlier had I not been under some wrong impression. It is my mistake. I thought what was available to the Joint Select Committee had all been printed here. But, apparently, some matters, these statements and other things, have

not been printed. That is why I say I shall be glad to supply whatever figures I can because they take up a lot of time. Hon. Members can read the figures and I need not take up much time of the House in giving facts. The House should be concerned more with arguments. I understand that, Sir.

Therefore, so far as the general advantage of the managing agency system is concerned, one can, of course come to the conclusion that it is not established that it is of no advantage whatsoever and that is the only decision which we want in this case. If that decision is taken, then one can come to certain conclusions. If one were to find here that there is no part to speak in promotion, that there is no part in financing, then, certainly, it would be very difficult to justify the continuance of a particular form of management. All that I would like to say is that it is a natural growth, in the sense that someone with experience of business management comes along to the public and says, 'I wish to assist you in the floating of a company. I have experience in managing companies. I have also a little money which I am prepared to put into this company as a proof of my *bona fides*. I shall sink or swim with you. That will not be an insignificant percentage; it will run to about 15 per cent. All I require in return is the privilege to look after your company for ten or fifteen years on terms which may be sanctioned by the law from time to time'. And secondly, 'since I have a little stake in the company, I would like, by agreement to have a right to nominate a couple of people to the Board of Directors.' Now, I cannot see anything unnatural in an arrangement of this kind. That is the kind of arrangement which we think of when we give loans to companies. And, indeed, the House insists that when we give a loan to a company we should insist that government directors are nominated there. Now, what is sauce for the goose must be sauce for the gander also.

Shri Gadgil: It is something more that the goose has got.

Shri C. D. Deshmukh: It is nothing more. There is absolutely nothing more that the managing agents get. They get only the right to manage and they get a right to nominate. There were other things which were excrescences. It is not part of my case to say that there were no abuses and that there were no excrescences. I shall not vie with hon. Members in inventing theories and turning this into a *panch tantra* or *hitopadesha* (*Interruption*). What I am saying is that there were abuses and we yet want to extract the best out of people who are or who would be prepared to place their experience at our disposal. I say that that is in conformity with the genius of our country. This is a kind of non-violence in economic matters.

Shri Gadgil: Quoting scripture.

Shri C. D. Deshmukh: I appeal to the hon. Members at least on this side of the House—I know I cannot appeal to the Members on the other side—that they will consider the implication of this non-violence. I say a man has to be satisfied if he gets some one hostile to work for him with understanding. A very noble example was set up by the late Sardar Vallabhbhai Patel who helped to integrate the States on the political field. (*Interruption*) There was a great possibility of conflict but yet without shedding a drop of blood all India was integrated. I say, without metaphorically shedding a drop of blood in the economic field, if you can get men of experience to collaborate with you (*Shri Gadgil: Non-violent liquidation*) in the economic development of the country, I do not see why you should not try to take advantage of it. That is the rationale of the provisions that have been suggested by the Select Committee.

Now, I shall come to rewards; that is to say, to remuneration. Hon. Members have made various statements; that in the U.S.A. they get one

[Shri C. D. Deshmukh]

or two per cent. and they get, according to the Taxation Enquiry Commission, 14 per cent. and so on. So far as the U.S.A. and the U.K. are concerned, hon. Members are not well informed. I have got the figures but have not got the time. They run to 10 per cent. in some cases. In a Canadian company they run to 24 per cent. Therefore, you may say that the figures vary between 10 and 24 per cent. So far as our country is concerned, there are the figures given in the Reserve Bank Bulletin which show that on what would be net profits according to our definition, the managing agents have, during the three years, 1950, 1951 and 1952, received about 27·7 per cent. of the net profits. Now, these are going to be reduced to 10 per cent. I must remind hon. Members that 27·7 per cent. is the actual and 10 per cent is the maximum. Therefore I expect that if we were to foresee the future and take the figures for 1955, 1956 and 1957, it won't be 10, we may find it at 8. I suggest therefore that to reduce the rewards or remuneration of any one from 27 to 8 per cent. is an achievement to be proud of, an achievement which would be fully in conformity with the socialistic pattern of society which we are trying to introduce.

Moreover, this is not the only way in which we are going to attack remuneration. It is the income that would accrue to them. There is the general fiscal policy, which is common not only to managing agents but to everybody in regard to income. And, the House knows the direction in which we are proceeding. Then, there is the Estate Duty and so on and so forth. What I am saying is that it is unnecessary to concentrate all the penalties of all our fiscal measures into this particular Bill because we are suspicious of their record, or we disapprove of their record and we are suspicious of the righteousness of their conduct in future. In other words, one must preserve a sense of perspective.

Acharya Kripalani (Bhagalpur cum Purnea): One must also learn from history.

Shri C. D. Deshmukh: I want to point out that this 10 per cent. compares with 5 per cent. plus salaries for the managing director and 7½ per cent. for the secretaries and treasures. Hon. Members may ask: why this difference? The managing director is a single individual and I think that 5 per cent. plus salary will do. He has no responsibility in regard to promotion; he has no responsibility in regard to financing and he is just one person. If he is brilliant in one direction, it is possible that he lacks in some other direction. If he is a good production engineer, possibly he is a bad financier. Now, the secretary and the treasurer, as I pointed out the other day, is a corporate manager; that is to say, he is a many-sided manager. You get 6 persons and put them all together. There may be a financial expert, there may be a production engineer, there may be someone else who has passed out of the business school at Harvard or which may be established here from which he has secured a diploma or degree. There is no reason why our young people should not get together after being trained in business administration and should not start firms of corporate managers, that is to say, secretaries and treasurers. They will say that they have no money but they have the ability, that they have the talent not the talons—no money; they might offer to manage companies for people in a kind of more multi-sided excellence or competence than a single individual can and I think in consideration of that 7½ per cent. is not too high a figure for secretaries and treasurers. There is the difference of 2½ per cent. between secretaries and treasurers and managing agents. I would say that anyone who puts in about 10 to 15 per cent—I am only taking the average figure—and who is generally taking the responsibility of finding finance not only for

the block capital but also working capital and in tight corners and so on and so forth, might well be said to be entitled to another 2½ per cent. for the general responsibility that rests on him as he guarantees loans etc. Again I think the scheme is a very equitable one considering from that point of view, apart from the relative point of view which I mentioned earlier.

Incidentally, therefore, I have given the attributes of the different forms of management. There is the managing director with that remuneration but no particular responsibility except to supervise the affairs of the company. Then there are secretaries and treasurers who are corporate managers and who again have no responsibility and—what is more—who are prohibited from nominating any director on the board of directors. It is another matter if by virtue of their holding in a company they secure directors. That is true even of managing agents and that is true of anyone. If anyone holds 30 to 40 per cent. shares in a company, then I for one do not see any reason why he should not have, not exactly a proportionate, but a comparable representation on the board of the company. Then there are the managing agents; they have no superior rights of management. Their remuneration, as I said, will be fixed, and the only right that they will have is that of nominating directors under clause 377 or some other clause, and if they have that right, then they are forbidden even to get their associates on the company where they are given this right to nominate. The Select Committee has inserted a provision that in that case the associates will be barred from being represented on the company.

I come to general curbs. These are not directed against managing agents particularly. There are a large number of prohibitions and so on which apply to everyone—boards of directors, managers, managing agents, those who bring out the prospectus and so on and so forth. There are only a few special curbs. which are put principally on the managing agents; they also include managing directors and managers; they were introduced in 1951. All that the Joint Committee has done is to realise that these curbs, will be required not only for the three years but permanently. It is the suggestion of the Joint Committee that they should be embodied in the main part of the Bill instead of being left in the schedule, as was the scheme of the original Bill. If the House considers that the board of directors should have a representation of almost everybody who is interested—some people have suggested creditors; some people have suggested labour—then is it not strange logic to deny the opportunity to those, who may have a significant share of the company and who are interested in its working to have a small representation on the company? That is only if there is an agreement between them. In view of this, I feel that the Joint Committee's scheme is a very wise one. They have taken note of the fact that in the past many managing agents have been guilty of malpractices. They have also taken note of the fact that slowly promotional and financing activities have not remained the sole preserve of the managing agents. There are new institutions coming up and perhaps new methods of promotion, but the growth of all these will take a little time. The State Finance Corporation, for instance, has just started. Perhaps some of them have issued their first year's report, but they have a long way to go yet before they cover even a part of the field which is for them to cover because there is a division of fields, not by law perhaps but by understanding or convention between the State Finance Corporations and the Central Industrial Finance Corporation. Taking notice of these two facts, the Joint Committee thought that it would be good to investigate patiently and with expert assistance the case of industries as a whole to find out whether the state of industry is such that it requires any special encouragement to promotional efforts or to financing activities. If after investigating all the circumstances of an

[Shri C. D. Deshmukh]

industry and, as has been suggested, with the advice of the advisory commission, they come to the conclusion that it is no longer necessary in a particular industry to have this peculiar system of management, in that case Government has power to declare that there shall be no more managing agency in that industry. But by inference it follows that in the other industries where after investigation you find that there is room for promotional effort or for financing activities, you should not discard a method which has been found to be useful and for which you expect some use in the future.

Therefore, one goes to the next provision which is approval of individual managing agents, obviously by implication, in industries which are not notified and, therefore, industries in which there may be some use for managing agents. The Joint Committee thought that the thing of which one ought to be certain is whether the record of the managing agent is good, whether he is properly qualified, whether he has fulfilled any of the conditions which may have been prescribed by the Central authority. But all the time, the main criterion will be: in what way can the interest of the country and the advancement of industries in the private sector be achieved? If the answer is that in a particular industry or in a particular concern it looks desirable, after having considered all the facts of the case, to continue it for whatever time they may decide, then I see nothing wrong in Government taking powers so to continue that managing agency. Hon. Members have asked whether the language of the Bill, as reported, does or does not show a bias or does or does not show an intention to abolish it. I say that all judgment is premature, certainly the judgment that it is here and now decided to abolish or quench the managing agency system all over, in all industries. There is nothing in the language of the provisions here to justify that, but I am free to say that it will be for anyone to infer, both from the speeches made here and from what has been written outside in the country and spoken, that there is a general bias here against the managing agents, and therefore the onus will lie very heavily on them to prove that if they are allowed to continue, they will be able to further the economic interests of the country. I suggest that it would not be wrong to allow the matter to rest there

Certain hon. Members have asked what we are doing in the meanwhile, —in view of the bias, shall we say— to encourage other forms of management. I invite the attention of the House to the specific provision made in regard to secretaries and treasurers.

1 P.M

As I said, secretaries and treasurers are nothing more than a competent body of corporate managers. They may have no financial stake in that company. The remuneration will be less than that of the managing agents. Most of the disabilities of the managing agents will apply to them. There are certain further disabilities which have been imposed on them—that is to say, they cannot nominate a director, they cannot have the right to purchase or sell goods except when authorised by a special resolution and so on. Section 383 deals with this. There are three or four such disabilities and there are certain general disabilities. But here is a way out for those who have no finance or who do not wish to engage their funds on what they regard as unsatisfactory terms; for them it is open to say: "all that we are out to do is to hire out the service of any willing person". I see nothing wrong in allowing them to continue. It is my hope and I believe it is shared by others— that in course of time we shall have a body of secretaries and treasurers who will not arise from the traditional class. It will be open to many of our bright young men to club together and to offer their services as secretaries and treasurers. All institutions

take time to grow. I do not expect that the law will come into force much before April 1960, because we have to make the rules and perfect our administrative machinery and so on. That means that there is a period—only a little over four years. It is not too long a time in which to allow people to make up their minds as to what they will do. We have a saying in Marathi.....

Shri Gadgil: Is there anything to prevent the present members of the managing agency to discontinue the managing agency and to become managers corporate?

Shri C. D. Deshmukh: Nothing at all. There is everything to encourage them. I was saying that there was a saying in Marathi "औषधावाचून खोकला गेला" which means 'we have got rid of our cough without medicine'. I say under this system you do not want any such medicine. In 1960 we shall have a look at the matter again. We shall see what has happened in the country. We will have taken decisions in regard to certain industries. We shall look to their records. We shall see how the economic power is being concentrated. If we find that a particular managing agent has in spite of this sword of Damocles hanging above him gone on acquiring economic influence to the common detriment then it would be open to us and to the Government to say that we do not think it is in the interests of the country to continue the managing agency. He has no appeal against it; that decision is final. Therefore, I say that there is nothing wrong and everything to commend in this scheme that has been put forward by the Joint Committee.

There is a point. Perhaps I may take it up a little later when I come to the clauses—that is, in regard to the secretary and treasurer. There is no risk of concentration of economic power for the simple reason that he will have no power—no greater power than the managing director or the general manager. They are merely corporate managers. Therefore, the only phenomenon that you would like to guard against is the concentration of economic power in the hands of managing agents. There, I am free to concede a limited taint—a kind of token limit in the sense that we do not know what that taint is. It may mean a total paid-up capital of Rs. 50 lakhs or it may mean a capital of Rs. 50 crores. We do not know yet. All that we know is that many managing agents have expanded their domain—say, from fifteen companies in 1945 to thirty companies in 1954. There are about five or six examples. Those managing agents will now have to do something in a hurry—either drop some of them or to amalgamate or adopt any other course that may be open to them. This is the first indication of our desire to watch the situation and there will be four years in which we can watch it. Under the new department that we are bringing into being, we shall have perfected the machinery for collecting statistics of all kinds. I think there is already a law which enables the Commerce and Industry Ministry to call for almost any statistics concerning industry. If necessary, that law can be reinforced and strengthened. I have, therefore, no doubt that by August 1960 we shall be in full possession of all the facts in regard to the affairs of companies managed by managing agents as well as other forms of management. It would then be wise to take a decision which would further the interests of the country in a proper manner.

Shri K. P. Tripathi: Does it mean that before 1960 no action at all is contemplated?

Shri C. D. Deshmukh: So far as notifying of industries is concerned, there is no limit. You may begin action tomorrow or in a year's time. It will take sometime to investigate. After that, you will give three years according to the provisions of the Bill. Even if you start investigation now, by that time the period of notice is over. I am assuming that in these three or four years no great changes will take place. I may also warn the

[Shri C. D. Deshmukh]

House that with a big Plan on hand, I doubt if, except for very strong reasons, Government will come to the conclusion in the middle of the Plan period that a certain industry should not have managing agents. That will all depend on how the Plan goes and how the amended Bill works.

Shri Gadgil: Whether this particular form of management exists or does not exist—that does not affect the Plan.

Shri C. D. Deshmukh: That is my view and this is the best judgment of Government as far as I understand. This is the judgment of the majority of the Members of the House.

Shri C. C. Shah: Is there any provision in the present clauses relating to secretary and treasurer by which they will have no economic power or financial control over the companies they manage?

Shri C. D. Deshmukh: I do not think there is anything to encourage it except that if the secretaries and treasurers choose to buy shares of a company, then it is open to them to have economic power. I say that you could not object to economic power purchased with consideration. We are referring to concentration of economic power otherwise.

Shri C. C. Shah: Is it not the same case with the managing agents? They have their controlling interest in the management and that is their economic power.

Shri C. D. Deshmukh: No Sir. The point is that the managing agents having any minimum holding in the managed company are allowed to have economic power over the company by virtue of the directors that they nominate. If they did not nominate directors, they would have no more power than on an individual basis. Men may capture economic power by other things than money. I am sure my hon. friend will capture economic power by his sweet reasonableness and his eloquence. Those are other ways of capturing economic power. But so far as the scheme of the Act is concerned, there are no ways open to a manager or a managing director or the secretary or treasurer to acquire and concentrate economic power. He can only say: "we are seven; it means we can take on a number of industries to manage." Instead of one man we allow two companies to one man—the managing director here. It may be that there are, as I said, five or six talented people and they will say "we can manage 10, 11 or 12 companies", whatever may the number be. I see no danger in secretaries and treasurers being allowed to manage as many companies as they can having regard to the organisation of their particular group.

Shri C. C. Shah: May I put one more question? Is there anything in the present provisions to see that the secretaries and treasurers will consist only of persons who are men of technical competence and not financiers?

Shri C. D. Deshmukh: I say that all the secretaries and treasurers are new hands. In other words, I am assuming that there are hardly any. There are very few in the south, I am told.

Shri Natesan (Tiruvallur): Am I right in thinking that the secretaries and treasurers are not going to take up financial responsibilities for concerns which they wish to take over?

Shri Gadgil: If they are prevented from having any holdings beyond a certain limit in the shares, we can understand. If you say that there is no limit indirectly, what is happening through the managing agents will happen.

Shri C. D. Deshmukh: I really cannot understand this point. Is the hon. Member saying that a man may buy 60 per cent. of the shares but he should not be allowed to have any voice in the management of the company because he is designed to be the secretary or treasurer? I do not accept the proposition that a person who

buys shares should not have the rights that go with those shares.

Shri Gadgil: The genuine fear is that the very evils will be repeated in a different set-up.

Shri C. D. Deshmukh: They will be two different events. Here, as I say, we are dealing with his moral stake and a disproportionate voice in the management of the managed company. That phenomenon is not likely to recur under any other system.

I have dealt generally with some of these matters. I should now proceed to some of the other matters to which hon. Members have drawn attention. The next question is about Government powers because they have a bearing on the character of the administration which was the other matter in which hon. Members were particularly interested. There are about 94 sections under which the Central Government has to exercise powers. We have divided them into 4 categories. There is one—many of them are old ones—section the powers of which are important in the sense that they cannot be delegated, like power to empower District Courts to exercise jurisdiction, power to exempt a company from the operation of Schedule VI—I am only giving some illustrations—then there is power to appoint inspectors on application and various other sections about inspection. Then there is power to declare that the management of a company is accustomed to act in accordance with the instructions of the managing agent of another company. This is a section the interpretation of which is very difficult and that comes in connection with investing and interlocking of funds. Then there is also power to appoint an official liquidator. These are a kind of law and order powers and I suggest that these cannot possibly be handed over or delegated to an advisory commission or a statutory commission.

Then there are other powers which may be delegated to the executive head to the extent to which they may be delegated; it makes no difference whether there is a statutory commission at the Centre or whether there is a Central Department.

I am sorry, I forgot to mention that in the first category there are 21 sections and those, I think everyone will agree, ought to be exercised by the Government.

In the second category there are 34 sections in which the powers can be delegated like the power to declare that an establishment shall not be treated as a branch office. It is not a very important power; we can allow a registrar generally, if there is one, to declare that. Then there is power to appoint auditors—may be, that is a power which ought to be exercised by the Government. Power to remove disqualification of managers is again an important power and to a certain extent it may be delegated. Then there are powers to prevent destruction of books, right to receive fees paid to registrars, so on and so forth.

In the third category there are important sections where there are powers to alter schedules. Obviously the House will not like these powers to be exercised by a statutory commission. In this is also included the power to make rules. Then there is immunity for action taken in good faith; this is essentially a sovereign power and cannot be transferred to a statutory commission. There is also power to appoint registrars. Obviously, you cannot allow a statutory commission to appoint registrars. These are 21 powers and they, I suggest, must only be exercised by the Central Government.

That leaves certain powers which, mostly, we have already been exercising under the amended Act of 1951. The House will remember that in 1951 we took various powers in regard to approval or changes in the position of managing agents to file a suit against a company on the application of a minority in a case of alleged oppression and so on. These are about 18 powers. They include approval to appointment of managing director.

[Shri C. D. Deshmukh]

They also include powers to notify an industry. I cannot imagine any government handing over the power to notify an industry to a statutory commission. There are other powers also like this.

There is another observation which I would like to make. That is, here is a matter where extremes meet. I think many members of the Bhabha Committee who agreed in the recommendation that there should be a statutory commission were rather hoping that business would be represented on such a statutory commission.

Shri Gadgil: Only hoping.

Shri C. D. Deshmukh: On the other hand the Members who now are advocating that there should be a statutory commission hope that they will only be economists, chartered accountants and others. I am not in a position to satisfy the one or the other. I shall see that people who are best qualified to advise are appointed on the advisory commission. That being so, it seems to me that it is wrong to turn that into a statutory commission. Certainly, we can call on them for advice in whatever matter we choose to refer to them. I suggest there is no case whatsoever for considering this matter and I am amazed at the persistence with which it is urged by hon. Members, because I see different men expect different things out of the statutory commission. Therefore, it will be the subject of speculation as to who is going to be appointed. If a business man is appointed people will say: "Good Lord, what has been done? There is a statutory commission now and we cannot trust it." The same Members will come again and say: "That is very wrong. Government should take over these powers." If on the other hand someone else is appointed the whole business-world would be up in arms and they will say: "Are our fortunes to be entirely at the mercy of a statutory commission?" Therefore, I suggest here that the entire scheme that has been put forward by the Joint Committee is a very wise scheme.

Now that I am on the subject of administration I should like to give some information to the House in regard to what we are doing currently for building up this administration and what the history of the administration was before, because people have rushed to the conclusion, again purely on historical grounds, that because the administration was weak in the past it is bound to remain weak in the future.

Shri Matthen (Thiruvellah): Not 'weak'; there was no administration.

Shri C. D. Deshmukh: That might be the case; quite right. It is not my business to defend the past administration either. The Indian Companies Act was administered up to 1st of October, 1953 by State Governments on behalf of the Central Government on an agency basis. This meant that till the 1st of October, 1953 the functions of the Government under the Act were carried out by the State Governments. The Registrars of joint stock companies were also appointed by the State Governments. The registrars and the staff were technically employees of the State Governments but the cost of administration used to be met from the Central revenues and in many cases they were not whole-time officers; they had other responsibilities. Only in Calcutta, Bombay and Lucknow there were whole-time registrars. In some of the States some separate staff was provided by the State Governments for administration of the Company Law and in others even the staff used to be part-time, being employed on other duties as well.

In Part B States the position was a little different up to 1st April, 1951 because they had their own laws which more or less corresponded to the Indian Companies Act. But, in these States also full-time registrars were an exception rather than the rule and the administration suffered from want of adequate trained personnel. From the 1st April, 1951,

the Central law was extended to all Part B States but the administration continued to be in the hands of the States, though it was now on an agency basis. So, it was on the 1st October, 1953 that the delegation was cancelled and the administration of the Act was taken over by the Central Government who, from then on, have been exercising the functions of the Government under the Act. It was, however, not possible to take over the administrative control of the registrars and their offices till arrangements were made to man the various posts with suitable personnel and the registrars and their staff continued to be employees of the State Governments till the 1st January, 1955 when the administrative machinery was also taken over by the Central Government. From that date—that is to say, for the last seven months—the registrars and staff in all important States are Central Government servants employed full-time on Company Law administration. For the other States the posts of registrars have been advertised and recruitment is being made through the Public Service Commission. The offices of the registrars have also been inspected by the officers of the Ministry and adequate arrangements have been made for strengthening their offices by providing necessary officers and staff—both technical and others. For liaison between the companies and the central administrative authority and for the dissemination of necessary information required by companies on Company Law matters, the country has been divided at present into four regions, with headquarters at Madras, Bombay, Calcutta and Delhi respectively. Each of these outlying regions will be headed by a director who will be assisted by a company accountant and a company solicitor. The directorate will maintain not only close liaison between the States and the Central Government but also will be able to help companies generally by giving them information and advice which they may require about the provisions of the law. A director has already been appointed for the Madras region and suitable senior officers are being considered for appointment as directors in the other regions. As soon as these appointments are made, these local organisations will be in a position to render all possible assistance to the companies situated in the respective regions. The central organisation which has been set up only with a nucleus staff is now being strengthened with the formation of the new department of Company Law Administration from the beginning of this month and provision of required technical and administrative personnel is being made. It is my hope that after the department has been fully built up, it will be adequately equipped to undertake the heavy responsibilities which will devolve on Government under the new Act. I have not got much time to elaborate on this matter but there is one observation I should like to make, and that is, some of these powers are of a formal nature, some of them have been taken over from the 1951 amendment which is now being sought to be made permanent, but the few there are, are powers to enable Government to deal with special cases. The reason is this. According to the scheme of the Bill, we felt that although that scheme might suit the generality of cases, there might be certain instances in which an exception must be made. Now, the alternatives were either to change the general scheme so as to water it down in order to suit the special cases or to leave the general scheme in its original rigidity but to give powers to the Central Government to sift the circumstances of that particular special case and to pass appropriate orders accordingly. I should think that the latter alternative was much more the suitable one, because the other alternative would have been weakening the general structure of that particular provision. for instance, the provision in regard to investment in companies managed by the same group.

We have laid down certain percentages. It was pointed out to us that if

[Shri C. D. Deshmukh]

we adhered to those percentages we might hinder very significantly the expansion of industry *vis-a-vis* the private sector. Therefore, the question before the Committee was how to deal with this matter, and I think they have hit on a very good remedy provided hon. Members credit Government with a modicum of honesty and a sense of responsibility. If they do not, then there is no common platform on which to argue this case with them; if they do, then I am quite certain that they will approve of the arrangement that has been suggested.

There are provisions in regard to audit and accounts. Probably it would be best for one to deal with them when one came to those provisions. There are matters like this: whether there should be individual auditors or not, what will be the number of auditors and whether Government should take the responsibility of appointing government auditors to all concerns and in particular to audit all government companies. In regard to that, I shall give notice of amendments which reflect an agreement between the Comptroller and Auditor-General and the Finance Ministry or Government in regard to these matters and I am hoping that we shall be able to convince the House that these are suitable amendments. There are several issues in regard to directors, capital structure, voting rights, foreign companies, private companies and so on. But, as I said, I shall have the opportunity of dealing with these matters, bearing in mind the observation made by hon. Members, when I come to the clauses. We shall have a lot to say on this, and I shall perhaps be able to deal with those points far more elaborately than if I were to attempt to deal with them during the few minutes that are left to me.

There is one matter to which, however, I would like to make a reference, and that is, the workers' participation. Hon. Members are perhaps aware, because it was mentioned in the House the other day, that the Labour Ministry have circulated some kind of paper to the Planning Commission in regard to this matter. That paper is under the consideration of the Planning Commission. When the recommendations of the Planning Commission are received by Government, then they would be considered by the Cabinet. It is only then that we shall be in a position to know in what form exactly one would be able to take notice of this demand that there should be some form of workers' participation in industrial enterprise. Just as in the case of the State Bank of India Bill, so also in this Bill, I confess my inability to deal with this matter on merits here and now for the simple reason that I cannot profess to represent the Government view in the matter nor can the Labour Minister nor myself for the matter of that. We all generally in a vague way feel that something ought to be done but this is a matter in which one would have to be guided not only by the theories and principles but also the feasibility of the situation here.

Shri K. P. Tripathi: Is there any chance of that decision being made by the Planning Commission before this Bill is passed here?

Shri C. D. Deshmukh: There is no chance whatsoever; I am sorry. The Planning Commission have a very large number of things in their hands. There is the question of how to reconcile plans of Rs. 8,000 crores or Rs. 9,000 crores with a plan-frame of Rs. 4,300 crores, and they are having daily meetings with the State Governments and the Central Ministries and so on and so forth. So I think hon. Members will have to hold their souls in patience, but when a decision is taken, it should not be beyond our wits and beyond our resources to implement it in an appropriate manner.

I have come nearly to the end of the time allowed to me. Therefore, I

should like to close, as I said yesterday to the hon. Member sitting opposite, by saying that I regard this Companies Bill as a *Nigama Chaturvimsati Chintamani*. *Nigama* is company. There was a Prime Minister, Vikram, with the Yadava kings. Not only was he a good Prime Minister but he was also an expert in building temples. Not only was he an expert in building temples but he was also a very learned man, and he composed a book called *Nigama Chaturvimsati Chintamani*, which laid down all the *Samskaras* for human beings, from the womb to the tomb, from birth to death, from the cradle to the grave and from conception to liquidation. This Companies Bill is in the nature of a *Nagama Chaturvimsati Chintamani*, and I do hope that it will succeed in bringing all the desirable *samskaras* to those who take part in *nigamas*.

Shri Gadgil: It did not provide for sterilisation!

Mr. Deputy-Speaker: The question is:

> "That the Bill to consolidate and amend the law relating to companies and certain other associations, as reported by the Joint Committee, be taken into consideration".

The motion was adopted.

Shri C. C. Shah: I request that a copy of the speech made by the Finance Minister may be circulated to all the Members.

Mr. Deputy-Speaker: I will ask the office.

Shri D. C. Sharma (Hoshiarpur): ..... and also the book to which the Finance Minister referred!

MOTION *RE* REPORT OF PRESS COMMISSION

The Minister of Information and Broadcasting (Dr. Keskar): I beg to move:

> "That the Report of the Press Commission be taken into consideration".

The report of the Press Commission—I mean by that not only the main report but also the two other volumes which can be considered to be accessories to the report, has been circulated to Members. It has also been circulated to the State Governments and the various interests concerned, and they have had ample time to consider this matter very carefully. In asking this House to consider and debate this report, I would not like, at the very beginning, to try to put forward my own views or the tentative conclusions that the Government have reached about the various matters connected with the report, because I feel it would be rather unfair for me to come to any such conclusion before having heard the considered views of eminent Members assembled here who have also given thought to this subject. I would like, at the outset, to mention a few facts concerning the Press Commission itself, in order to emphasise the importance of the report itself and the matters with which it is dealing.

As you know, it was in October, 1952 that we appointed the Commission. The terms of reference of the Commission were sufficiently wide to cover practically all aspects of the press. Briefly speaking, they covered the financial and organisational structure of the industry, the working of chains and monopolies in newspapers, external factors tending to influence the press, the service conditions of the working journalists, the adequacy of supplies for the industry, maintenance of high standards of journalism, etc. Most of the matters pertaining to the press, not only as a medium of communication and information, but also as an industry employing a large

[Dr. Keskar]

number of people were given as terms of reference for the Commission. The Commission submitted its report in July 1954. I would like to take this opportunity here of complimenting the Commission on the excellent, I might say, superb, report that they have submitted in so short a space of time. If I might remind hon. Members, the British Press Commission took many more years to come to their conclusions and present a report about the conditions of the press in Great Britain. The Commission here had to face more difficult and complex conditions than there. Because, here, some of the very basic data and statistics regarding the press, regarding the circulation of newspapers, regarding even the number of newspapers that are existing in the country, were not available and much time had to be given to the collection of this material. I am afraid, the Commission had to devise summary methods of getting the information as quickly as they could. I therefore think that it is a tribute to the Commission that they were able to present the report in such a short space of time. We had impressed on them at the very beginning that we would like the Commission both for financial reasons and for the reason of doing something for the press, to present the report as soon as it is possible for them. They tried to keep up to the promise and I think the time that they took, that is from October 1952 to July 1954, should not be considered as unduly long.

Here, I hope the House will permit me to pay a tribute to the Chairman of the Press Commission, the late Justice Rajadhyaksha for the great work he did in piloting the Commission and also in guiding its proceedings, and bringing them to nearly unanimous conclusions. He had to deal with a very difficult task and he showed tact, sweetness and reasonableness of temper which enabled the Commission to come to practically unanimous conclusions. I came to know him better only during the Press Commission work and I might here say that my appreciation and regard for his ability, for his high competence, increased every day during the course of my association with him. It is a great tragedy for the country that immediately after the Commission's work was over, while he was entrusted with another very important enquiry, he passed away. It is possible that some of the exertion on the Commission's work told upon his health and also contributed to the final attack which resulted in his death.

We had another victim of the labours of the Press Commission and I would be failing in my duty if I did not refer to the first Secretary of the Commission Shri Chowla, Director of News Service, All India Radio, who also passed away during the very first quarter of the Commission's work. His work had already earned for him high regard from the Members of the Commission and it is a pity that he was not there to continue that work.

The Commission submitted its report by about the middle of July 1954. I would here like to mention the steps that we took in order to see that the reactions and opinions regarding the Commission's recommendations are gathered as quickly as possible. This I am doing because the Government has been accused of delaying the implementations of the Commission's recommendations. I would like to remind the Members that when the report was submitted in the middle of July, within one month copies of the report were made available to the House and the Members of Parliament and by the end of August, copies were issued to the Members. We have to remember that the subject matter of the Press Commission's report is not something which concerns the Central Government alone. It is not a governmental subject. It is a subject as wide as society and the public. It concerns not only the press people themselves, and not only the Central Government. It also concerns the various States. Because the press is everywhere, there are Press regulations in

all the States. The recommendations of the Commission are general and they cover all aspects of the case. It was therefore highly essential that before the Government makes up its mind about the recommendations of the Commission, the views of all concerned must be taken. I regret that some delay occurred in that. But, when we view the multiplicity of the interests concerned, and the complex nature of the recommendations, we will have to condone that delay. For example, the recommendations cover from service conditions of working journalists to the question of setting up of a newsprint factory in India. Every possible aspect is covered. These will have to be dealt with in separate categories and to get the reactions about them is not always very easy. I am afraid we were not able to get as soon as we liked replies and opinions from various bodies and we had to send a number of reminders. What I want to emphasise is that we tried to expedite the matter as much as possible. In spite of all that, it took the whole of 1954 for us to gather the general opinion of the State Governments and of all the interests concerned regarding the recommendations of the Commission. It is only in the first part of 1955 that the question of the action to be taken, and in what form, could be taken up by Government. I hope, therefore, that the House will agree that in a matter of such importance we did not try to delay beyond what could be called reasonable time. In fact, I would go further and say that in such a matter it would be wrong to hurry up or to precipitate things and take any wrong decision which might have to be changed later, more especially when the matter concerns the press. Members of this House and people outside also are very zealous that the Government should not infringe on the freedom of the press, that the press should not be touched or checked or controlled in any manner, and we ourselves are zealous of this, and we would like to see as little as possible of Government interference. And that is also one of the reasons why we were very careful in coming to any decision regarding this question.

Here, if you permit me, I would like to make mention of the main recommendations of the Commission. Why I am putting them before the House at this stage is this. No doubt, most of the Members have looked into the recommendations, but as I had mentioned in the statement which we placed on the Table of the House on 22nd December, 1954, there are a large number of recommendations some of minor importance, some which cannot be called principal ones, and I would therefore like to concentrate your attention on the important recommendations of the Commission which Members might consider and give their views so that it will help Government in coming to a definite conclusion.

Naturally, one of the most important ones is regarding the service conditions of working journalists. The other is regarding the revision of law regarding registration of press. There is also the question of the regulation of the economic aspect of the industry by a price-page schedule. There is also the question of the constitution of a Press Council. These are all matters whose mention I am making here because they are things which concern Government inasmuch as they will require legislative action to be taken. You will remember that some of the important recommendations of the Commission concern the industry itself. They are not something in which Government can interfere, but they are general counsel given by the Commission to the newspaper industry for them to follow in order to reorganise the industry on a better basis. Naturally, there the Government cannot do anything except to convey them to the various interests concerned. But, these four or five points I mentioned are those in which if we take any action, legislative action will be necessary, and there are very important principles involved in them. There are certain recommendations

[Dr. Keskar]

which only call for what can be called executive action—for example, the question of Government advertisement policy and also the question of accreditation of correspondents and liaison with the press, *i.e.*, advisory committees. There is also an important question regarding the news agencies.

Now, all these questions are such as will no doubt create a good debate in this House, and I shall be very grateful to get the considered views of the Members of this House regarding all these matters.

I might say here that in the last session of this House this question was likely to come up and at that time Government had not yet been able to reach any tentative conclusions regarding most of the recommendations, though it is quite possible that if a debate had been held, it would have helped Government in coming to a decision. Probably no time was found. But I might say that today Government has come to some tentative conclusions regarding most of the recommendations of the Commission. There are one or two matters which are pending and which are being discussed, and even on those about which we have formed an opinion and those about which we are at present discussing an expression of opinion by the House will guide us in coming to definite conclusions. In fact, one of the reasons why we did not finalise our various conclusions was that we wanted to have the benefit of the opinion of the eminent members of this House and the other before taking any final decision. It is quite possible that in certain matters though we have come to some tentative conclusion, a discussion in the House might make us change that opinion, and therefore we have kept them pending for this debate in order to come to definite conclusions.

I do not want at this stage to say anything further. I will reserve my detailed remarks about the recommendations themselves for the end of the debate after I have heard the learned and considered views of the Members of this House.

Mr. Deputy-Speaker: Motion moved:

> "That the Report of the Press Commission be taken into consideration."

Notices of amendments have been tabled already. Such of them for which hon. Members who want to move them are in the House and express a desire to have them moved might say so. Subject to that, I will treat the amendments which are on the Order Paper as moved.

Shri Thimmaiah (Kolar—Reserved—Sch. Castes): I beg to move:

That for the original motion, the following be substituted:

> "This House having taken into consideration the Report of the Press Commission is of the opinion that early steps should be taken to implement the recommendations of the Commission, particularly the recommendations relating to—
>
> (a) minimum wages and other conditions of service of working journalists;
>
> (b) promotion of the growth of small, medium and independent papers through such measures as introduction of price-page schedule, import of news-print through state monopoly corporation and distribution of it at equated price to all newspapers;
>
> (c) adoption of a rational advertisement policy;
>
> (d) re-organisation of news agency; and
>
> (e) setting up of a Press Council at an early date."

Shri H. N. Mukerjee (Calcutta North-East): I beg to move:

That for the original motion, the following be substituted:

"This House having taken into consideration the Report of the Press Commission is of opinion that early steps should be taken to implement all the recommendations of the Commission."

Shri D. C. Sharma (Hoshiarpur): I beg to move:

That for the original motion, the following be substituted:

"This House having taken into consideration the Report of the Press Commission is of the opinion that immediate steps should be taken by Government to implement the recommendations of the Commission specially by—

(a) fixing a minimum wage and regulating the other conditions of service as recommended by the Commission;

(b) bringing the newspaper industry under the control of the Centre;

(c) prohibiting the various restrictive and unfair practices in the industry and fixing a price-page schedule;

(d) transforming the ownership, structure and management of the P.T.I. and U.P.I. as recommended by the Commission;

(e) setting up of a Press Council with statutory protection to the Council against civil or criminal liability for its discussions or publications;

(f) undertaking of state trading corporation for importing newsprint and selling it at an equated price to all newspapers and periodicals; and

(g) undertaking the amendment of the various Press laws, as suggested by the Commission."

Shri Dabhi (Khaira North): I beg to move:

That in the substitute motion proposed by Shri Thimmaiah, after part (e), the following new parts be added:

"(f) banning by law of crosswords and similar other prize competitions; and

(g) banning by law of objectionable advertisements."

Shri Raghuramaiah (Tenali): I beg to move:

That for the original motion, the following be substituted:

"This House having taken into consideration the Report of the Press Commission, generally approves its recommendations and requests the Government to take steps to implement the same as early as possible".

Mr. Deputy-Speaker: Shri Bhagwat Jha Azad. Notice has been received now. This is the same thing as some other amendments. Those amendments are a little longer with some more details. That is all the difference. Therefore, I waive notice in the case of these amendments.

Shri Bhagwat Jha Azad (Purnea *cum* Santal Parganas): I beg to move:

That for the original motion, the following be substituted:

"This House having taken into consideration the Report of the Press Commission welcomes the Report and recommends to the Government its early implementation."

Shri K. P. Tripathi: I beg to move:

That for the original motion, the following be substituted:

"This House having taken into consideration the Report of the Press Commission generally welcomes its recommendations and recommends to the Government to implement the same at an early date."

Mr. Deputy-Speaker: Amendments moved:

(1) That for the original motion, the following be substituted:

"This House having taken into consideration the Report of the Press Commission is of the opinion that early steps should be taken to implement the recommendations of the Commission, particularly the recommendations relating to—

(a) minimum wages and other conditions of service of working journalists;

(b) promotion of the growth of small, medium and independent papers through such measures as introduction of price-page schedule, import of news-print through state monopoly corporation and distribution of it at equated price to all newspapers;

(c) adoption of a rational advertisement policy;

(d) re-organisation of news agency; and

(e) setting up of a Press Council at an early date."

(2) That for the original motion, the following be substituted:

"This House having taken into consideration the Report of the Press Commission is of opinion that early steps should be taken to implement all the recommendations of the Commission."

(3) That for the original motion, the following be substituted:

"This House having taken into consideration the Report of the Press Commission is of the opinion that immediate steps should be taken by Government to implement the recommendations of the Commission specially by—

(a) fixing a minimum wage and regulating the other conditions of service as recommended by the Commission;

(b) bringing the newspaper industry under the control of the Centre;

(c) prohibiting the various restrictive and unfair practices in the industry and fixing a price-page schedule;

(d) transforming the ownership, structure and management of the P.T.I. and U.P.I. as recommended by the Commission;

(e) setting up of a Press Council with statutory protection to the Council against civil or criminal liability for its discussions or publications;

(f) undertaking of state trading corporation for importing newsprint and selling it at an equated price to all newspapers and periodicals; and

(g) undertaking the amendment of the various Press laws, as suggested by the Commission."

(4) That in the substitute motion proposed by Shri Thimmaiah, after part (e), the following new parts be added:

"(f) banning by law of crosswords and similar other prize competitions; and

(g) banning by law of objectionable advertisements."

(5) That for the original motion, the following be substituted:

"This House having taken into consideration the Report of the Press Commission, generally approves its recommendations and requests the Government to take steps to implement the same as early as possible."

(6) That for the original motion, the following be substituted:

"This House having taken into consideration the Report of the Press Commission welcomes the

Report and recommends to the Government its early implementation."

(7) That for the original motion, the following be substituted:

"This House having taken into consideration the Report of the Press Commission generally welcomes its recommendations and recommends to the Government to implement the same at an early date."

Shri V. V. Giri (Pathapatnam): I am grateful to you for the opportunity that has been afforded to me to take part in a most important debate relating to the findings of the Press Commission.

I will not be doing my duty if I do not refer to the very valuable services rendered by the late Rajadhyaksha in accepting the chairmanship of that illustrious Commission and in presentnig the country with an illuminating document which is as useful as it is interesting. I had the great pleasure of associating myself with him for many years, because we both believed in the establishment of industrial peace and good industrial relations. He had the great knack of understanding the psychology and the attitude of the working class as well as employers.

Many a knotty labour problem and labour dispute could be settled by him giving satisfaction to both the parties concerned. I therefore appeal to the various industrial tribunals that exist in this country, arbitrators and negotiators in industrial disputes to follow his example and render similar service to the country.

I take this opportunity also of congratulating my esteemed friend Dr. Keskar on his ability, enthusiasm and wisdom in appointing a Commission of eminent men, eminent in the sense that they represented the industry, they represented the working journalists and that they represented the public opinion in this country. If I may say so, as an Englishman would put it, 'the proof of the pudding is in the eating', and the report that has seen the light of day, and which but for their efforts would not have seen the light of day, is proof positive of the great work that they have done.

On all fundamental issues, I am glad to say that there has been great unanimity among the members of the Commission on important matters; and it is a matter for pride. I do not wish to name the individuals or give a description of their status. But everyone of us knows, and our country knows, the status that each member individually, and the Commission collectively, possessed.

I do not wish to waste the time of this House by going into the details of the different aspects that the hon. Minister has put forward, and which the Commission has dealt with in a very exhaustive manner. I am sure those who are interested in that report, those who are interested in the press and those who are interested in the working journalists must have gone into those matters. I shall therefore deal with more important matters rather than go into the details of those matters.

After all, the hon. Minister may succeed—and I am sure he will succeed—in getting legislation passed and in getting the conclusions of the Commission implemented. But it will be merely on paper if the employers on the one hand and the workers on the other do not realise their sense of responsibility in trying to see that the implementation is not only on paper but in actual fact, and that the result should be the establishment of the industry on a big basis, and the establishment of the rights of the workers, which they deserve—for, workers, especially in the press, have been suffering for long on account of the many grievances that they had faced all these years.

I had the pleasure of being a witness before the Commission as the Labour Minister at that time. They examined me for over two hours on various aspects of this matter, and I

[Shri V. V. Giri]

am therefore pleased to say not that my views are accepted *in toto* or anything of that kind, but that the conclusions that they have arrived at show what great weight they have given to the views of all the Ministers of Government representing the various aspects of the administration, the views expressed by the employers and the views expressed by the workers and so on.

They have dealt with problems relating to minimum wages, security of service, hours of employment, rest periods, provident fund, etc., and I think they have taken a very reasonable and just attitude from a practical point of view. No doubt, interested parties, whether they are employers or whether they are workers, are prepared, and will always be prepared, and ought to be prepared, to criticise the report because it has not satisfied them. But I do not countenance the misapprehensions that are raised in the minds of either the employers or the workers. It has always been the practice that whenever Government wanted to do some good turn to the workers by reducing the hours of work from 16 to 12, from 12 to 10, and from 10 to 8, the employers always said that production would fall down, that the industry will go to pieces and so on. Similarly, here I see that the employers are making a great case by saying that if the recommendations of this Commission are implemented, the industry will go to the dogs. They are entirely mistaken. Better wages, better conditions of service, if conceded to the workers, will result in better work being turned out, and better profits will also result for the benefit of the industry, for the benefit of the workers and also for the benefit of the country. The reports of the ILO tell us that as a result of the introduction of minimum wages in different countries, those industries where minimum wages have been introduced have not only fared better but produced greater profits. So, there is no use shutting our eyes to history. I want to tell those who are the captains of industry not to be afraid of anything of the kind they fear. On the other hand, I say that if the recommendations of this Commission are implemented, it will result in greater benefit.

I want to tell Government not to be nervous about what these people or what those people will think, but immediately to put them into effect, and if necessary see that after five years another commission may come into existence to see the defects of it or the merits of it, and then to revise the decision if necessary. That is my request to the hon. Minister. As regards minimum wages and all that, I am told that there are some doubts about it. But I want to tell the hon. Minister not to entertain any of those doubts, but to go ahead with the support of the whole public opinion of this country, and the support of this House also. This is my first request to the hon. Minister.

Now, I would like to utter a note of warning both to the workers and to the employers. I take up the cudgel against the workers first. If the workers do not realise their sense of responsibility, they have no business to expect these conclusions to be put into effect, and even if they are put into effect, they will not succeed in getting anything either from the employers or from Government. I would like to tell the workers that they have to organise themselves in a sound and democratic manner with cent per cent membership in their unions, so that they may have sanctions behind their demands. At the same time, it must be their bounden duty to show courtesy and respect to their employers, and at the same time to take courtesy and respect from them. That is the first cardinal principal that I would like to put forward through you, Sir, to the workers who work in all industries and certainly in the press industry.

I would once again like to tell them the maxim which I have been repeating throughout, that there should be

one union in one industry, so that the employer may know with whom he has to deal, and who will be in a position to deliver the goods. The workers, on the other hand, must be careful to see that they run their unions in as sound a manner as the employer runs his office. Then alone, the employer will have respect for them. I would go a step further and say that in all unions, and especially in the press workers' union—for I am now talking about the press workers—they must have technical experts in the offices of their unions, so that the technical experts of the workers and the technical experts of the employers may meet from time to time and iron out differences regarding wages, service conditions and other matters, so that when the issues come up for final settlement, there may be a settlement across the table without strike or strife. These are some of the things that the workers have to understand if they have to gain the benefits of the recommendations that will be implemented through the efforts of our hon. Minister and the Government of India.

2 P.M.

On the other hand, I tell the employers that the workers are no longer hewers of wood and drawers of water, but that they are effective partners in the industry. I would go to this extent of saying that the workers are dominant partners in the industry with dominant responsibilities. The Press owner may put his money in the industry, but if the Press workers refuse to work, the industry will refuse to run. This is an aspect the employer must understand. After all, so far as the Press is concerned, who runs the Press industry? It is not the owner who puts his money, it is the Press workers, the editors, the sub-editors, the working journalists, the chaprasis—everybody else—who run it. Therefore, this aspect must be realised by the employer, who still thinks that he has a right to hire and fire, that the old principle, the hackneyed principle, of demand and supply still exists. All those he must forget if he really wants that the industry should run in a proper manner, that he should secure profits out of the industry, that there should be cordial relations between workers and employer.

In these days, we find it has become almost a fashion to talk of a socialistic pattern of society, and especially the capitalists are the foremost in talking about it; God knows, if they begin to talk of the socialistic pattern of society, what pattern it would be we have to think of. I would like also to tell the workers, especially in the Press, not to have any political affiliations, whether it is red, black, yellow, brown or white. It does not matter because so far as the Press is concerned, they have to take an impartial attitude on big issues and questions that arise from time to time, and they could do so most successfully if they do not have these political affiliations with any central organisation. That is one aspect of the thing, and I want to tell the workers about it. So far as the socialistic pattern of society is concerned, we have been talking a great deal about it. The Finance Minister has been talking about it, the Labour Minister has been talking about it....

An Hon. Member: Talking against it.

Shri V. V. Giri: Everyone is talking about it. My feeling is that is the socialistic pattern of society has to be introduced, if there should be partnership in industry, one thing has to be realised. After all, the workers expect that they are not mere slaves, they are not mere wage-earners, but they are important members of the community rendering service to the community by rendering their duty to the industry. In order to make them believe so, they must have a definite voice or control in the industrial system of the undertaking. And the time has come when we should implement this, if we mean what we say. I am glad the Prime Minister on return from Yugoslavia told us that in Yugoslavia, there the workers and the managements com-

[Shri V. V. Giri]

bine and work along with each other, and there is real partnership there. If that could be done there, I do not see any reason why it should not be done here. If any industry should be experimented upon, I would take the Press, because the editors, sub-editors and working journalists are the people really that run the industry. If they know the difficulties of the industry, if they know the difficulties of the financial structure of the industry, if they are properly taken into confidence, if they are shown the accounts in a proper manner, if the accounts are properly kept, then so far as the workers' part is concerned, they will be in a position to co-operate with the industry. Therefore, if we mean that the socialistic pattern of society should be introduced in the country, the socialistic pattern of society must lead to socialism; socialism must lead to a socialist State; the socialist State must lead to a classless society. Luckily for us, the Constitution has provided fundamental rights. The right to work, the right to live and all other social amenities which will give reasonable comfort to every man are guaranteed. But mere enunciation of those rights will not satisfy the common man, unless he is in a position to see that he can have those rights fulfilled. Therefore, instead of always going about lecturing on these matters, we should definitely feel that we must sit across the table and try to come to certain conclusions about not only the socialistic pattern of society but about the workers' voice in the control of the industrial system. I do feel that if the matter is rightly approached and the workers and employers could meet on right lines without 'ifs' and 'buts', there is hope of even having an industrial truce for some time so that the Second Five Year Plan may succeed, and the rights and privileges of the workers may not be interfered in any manner.

Therefore, so far as this Report is concerned, my request to the hon. Minister will be to see that it is implemented in respect of all the conclusions that have been given to us and the country by the Press Commission. We could certainly revise our decisions, if necessary. I can assure the employers that they need not be afraid. I did assure the bankers that they need not be afraid if the Bank Award was put into effect. I am certain that if this is put into effect, it would not affect the industry adversely; on the other hand, the more you pay, the more you deal with the workers as partners, the better will be the profit, the better will be the industry and better will be the country. I do not wish to take more time of the House. There are many Members who have studied the different aspects of this Report and I am sure we will all be benefited, and the country will be benefited, by their observations.

Shri M. S. Gurupadaswamy (Mysore): May I just move my amendment?

Mr. Deputy-Speaker: The hon. member was late. I will allow it as an exception.

Shri Kamath (Hoshangabad): Exception?

Mr. Deputy-Speaker: When I called him, he was not here and I am not bound to place it before the House. I hope the House will pardon him for having been absent.

Shri M. S. Gurupadaswamy: I beg to move:

That for the original motion, the following be substituted:

"This House having taken into consideration the Report of the Press Commission, is of opinion that immediate steps should be taken to implement the recommendations of the Commission, particularly the recommendations relating to—

(a) amelioration of the conditions of the working journalists in respect of pay, promotion, leave and security of service;

(b) setting up of a Press Council, with statutory protection and powers and charged with the duties to safeguard the freedom of the Press, to ensure high standards of public taste and regulate the conduct of the Press by formulation of a code of journalistic ethics, and to improve the methods of recruitment, education and training for the profession;

(c) reorganization of the ownership, structure, management and finances of the newspaper industry;

(d) introduction of price-page schedule to eliminate price-cutting competition of big papers;

(e) setting up of advertising Council consisting of newspapers, advertising agencies, advertisers and Government representatives to advise on the ethics of advertising, and to organise market research and to carry on readership survey;

(f) establishment of a state trading corporation to handle newsprint;

(g) setting up of a public corporation to take over the P.T.I.; and

(h) reorganisation of news agencies."

Mr. Deputy-Speaker: Amendment moved:

That for the original motion, the following be substituted:

"This House having taken into consideration the Report of the Press Commission, is of opinion that immediate steps should be taken to implement the recommendations of the Commission, particularly the recommendations relating to—

(a) amelioration of the conditions of the working journalists in respect of pay, promotion, leave and security of service;

(b) setting up of a Press Council, with statutory protection and powers and charged with the duties to safeguard the freedom of the Press, to ensure high standards of public taste and regulate the conduct of the Press by formulation of a code of journalistic ethics, and to improve the methods of recruitment, education and training for the profession;

(c) reorganization of the ownership, structure, management and finances of the newspaper industry;

(d) introduction of price-page schedule to eliminate price-cutting competition of big papers;

(e) setting up of advertising Council consisting of newspapers, advertising agencies, advertisers and Government representatives to advise on the ethics of advertising, and to organise market research and to carry on readership survey;

(f) establishment of a state trading corporation to handle newsprint;

(g) setting up of a public corporation to take over the P.T.I.; and

(h) reorganisation of news agencies."

Acharya Kripalani (Bhagalpur *cum* Purnea): I endorse what has been said by the hon. Minister and Shri V. V. Giri about the Chairman of the Press Commission and its learned members. They have given us a lengthy document in three volumes. One volume consists of more than 500 pages. They have passed in review, all the matters connected with the organisation of the Press in a democracy, how it should function, what should be its duties and obligations. It is not possible for me to do justice to this comprehensive document in the small time at my disposal. I will, therefore, confine myself to a few topics, and these will be: the organisation of the industry and the news agencies, the condition of the working journalists, the undesirable influences exercised, whether by the Government administration, the advertisers or by political and social pressure groups, and last of all—the most important thing—the organisation of a Press Council which the Commission has recommended.

[Acharya Kripalani]

The Commission has told us about the origin of the Press in India. There are some here present who have seen the origins of the Press in India, its development and its present deplorable condition. The Press in India originated with the idea of social reform, religious reform, economic and political reform, and all the great names of the makers of modern India are associated with the Press before independence—not after independence—beginning from Raja Ram Mohan Roy, Gokhale, Pherozeshah Mehta, Tilak, Bipinchandra Pal, Lajpat Rai, Gandhiji...

An Hon. Member: And yourself.

Acharya Kripalani.... Aurobindo Ghose, Subash Chandra Bose, C. R. Das...

Pandit Thakur Das Bhargava (Gurgaon): Acharya Kripalani.

Acharya Kripalani.... Motilal Nehru and our present Prime Minister, and poet Rabindranath Tagore...

Mr. Deputy-Speaker: And the mover.

Acharya Kripalani.... of course all before independence—all great men. It is very strange that we should have produced all these great men while we were in slavery and, when free, I am afraid, we have produced only pygmies.

Shri S. S. More (Sholapur): So should we pray for slavery more?

Acharya Kripalani: I think, sometimes, it is the strain of circumstances that produces great men. Now, we seem to be without that strain, without any strain at all,—having left everything to one individual. It is only when people take up responsibilities and there is strain that the best in them comes out. I am sorry to make this remark because of the interruption.

I was saying that all the makers of modern India before independence were associated with the Press, not indirectly but absolutely directly. All the names that I have mentioned here had organised newspapers. The newspaper industry was not then an industry; it was a national, philanthropic activity; it was a missionary activity. It began like that, and some of the newspapers running today as proprietary concerns made most of their money when we were fighting the British. At that time they had to pass very anxious days. To be associated with the Press then meant that the press may be confiscated at any time and the proprietor may be marched off to jail on the slightest pretext.

How did the Press function in those days? The reader of the newspaper was behind the Press, the public was behind the Press. There was no question of big money as no big money was required; and there was no advertisement in those days. All the advertisements went to what was called the Anglo-Indian Press. The Indian Press had very, very little to advertise in those days. And yet the Press did prosper and did fulfil the services that were required of it, that were expected of it. And, what is the position of the Press today? It has come into the hands of what are called the 'Press Barons'. I will leave it to Prof. Mukerjee to use a more forceful and colourful expression for 'Press Barons'; but I satisfy myself saying that today the Press is under the 'Press Barons', and it is conducted as any other industry. It is natural for things have changed, the conditions have changed and with these the technology and the economics under which the Press functions. Some kind of industrialisation was inevitable, was necessary and was required by the times. But, the industrialisation of the Press that has taken place in India is of a very peculiar character. Why some people have thought it proper to earn their money from the Press, is hard to understand. When there is cement, when there is textile industry, when there is steel, when there are motor

cars and everything else why do the industrialists invade this field? They do only because it gives them some prestige in the political field and the social field. (*Interruption*). They have no other motive in starting presses and papers. They argue, they are getting money from all sorts of quarters; why then not from this? They get social and political prestige. Then it helps them to advertise their other industries. We have thus cartels and monopolies in the Press. This monopoly is supposed to be the Fourth Estate in democracy. It passes one's comprehension, as to who are to be the teachers of the rising generation, the future generation, those who are interested in money-making! A centralised industry under a capitalist regime always loses its fundamental social character; as soon as any activity, any production comes under the sway of big industry the social purpose is altogether lost. What remains is the making of money, because money is the only value that is left in a capitalist society. It gives power, it gives honour, it gives everything. It can even make idiots writers. I have seen that because people have money they think they are connoisseurs of art; they purchase objects of art which they do not even comprehend. Even our spiritual life is invaded by married people. If the Ramakrishna Society wants funds, to whom does it go? To those who have collected money from the black market. Thus they become our spiritual leaders and philanthropists. They also help schools and colleges. Thus in a capitalist society, everything is connected with money, and the social purpose of everything is altogether lost.

I will now describe to you the condition of Press as given by the Press Commission:

"The status and the role of working journalists"—it is talking of these journalists because they have to work under the capitalist barons—"has undergone change in many directions. Formerly, most of the Indian Press had only one objective and that was the political emancipation of the country. Most of the journalists of that era were actuated by fervent patriotism and a feeling that they had a mission to perform and a message to convey."

I wonder what message the present 'press barons' have to convey to us.

Shri S. S. More: More and more money.

Acharya Kripalani: Political independence having been achieved, emphasis has now shifted and newspapers are not conducted as a mission but have become mainly commercial ventures. The moral and intellectual leadership which used to be associated with the journalists of former days is not being maintained at the same level. The calibre of the person attached to this profession has not, therefore, naturally been of the high standard as in the past. This is the result of bringing capitalism and industrialism in a profession which is supposed to help democracy and to educate the people! This is also clear from the way the capitalist Press in general has accorded reception to the report of the Press Commission,—not only the Press but also the news agencies—because news agencies are controlled by the barons of the Press. Many things in the report that would be useful for the public were blacked out completely. No mention was made of the conditions of the Press as described in the report. Some papers have given quotations here and there, but generally the Press, as a whole, has blacked out the report, excepting for purposes of criticism and on those points where their own financial interests were involved. This is how the Press Commission's report has been treated by the monopolistic industry! This monopoly is kept in the hands of Press barons. As with every other monopoly, it arises with the strangling of small competitors. The capitalists have very effectively strangled the small competitors. Another thing is that big business prospers by the exploitation of the workers. There has been a great exploitation of the workers and the condition of the

[Acharya Kripalani]

working journalists is absolutely pitiable. They do not get enough to maintain themselves. How are they to keep up their knowledge? A journalist requires a fair knowledge of what is happening in the world. If he cannot eat his food, how can he purchase a book or even a journal? There are no libraries; there are no reference books. The whole wage-earning population in the Press is being exploited from day to day.

Let us now see how small competitors are eliminated. By getting combined services for the chains of papers; this is economical, because the staff that is required for combined newspapers is the very staff that is required for a single newspaper. Then the big chains of papers purchase in a lump sum their newsprint. Not only they purchase but, you will be surprised to know, they go and corner the market and then dole out newsprint to other papers.

Shri Asoka Mehta (Bhandara): They alone can import newsprint into the country; nobody else.

Acharya Kripalani: Because we have a socialistic pattern of society and the Government must naturally help them! What do they do to eliminate competition? They reduce the price of paper to below even the producing cost. What do they give? They give waste paper. One news baron announced recently that it will be very advantageous to purchase such and such paper because the return one gets from waste paper gives back as much money as is spent on the paper.

Then they get advertisements for the chain papers. They will not accept advertisements separately for each paper. Their original paper may be popular, but an unpopular paper which has recently been started by them should be tacked on to the former. This is how they oblige the advertisers to give them their advertisements.

Then they have got combined accounts. Supposing one paper in Calcutta is running at a great profit. Then they would start another paper in Delhi; and what happens? If it does not run at a profit, but runs at a loss after two or three years, and all of a sudden they close it up.....

Shri Asoka Mehta: That comes out of income-tax.

Acharya Kripalani: That also is done. Recently, some three papers were closed in Calcutta. What happens to the working journalists and the other employees, nobody cares. Some more papers because of the Press Commission's report will be closed up—not because the Press barons are not making money, but because they are losing something somewhere and they do not want to have any loss anywhere. They keep combined accounts, as my friend Shri Asoka Mehta said,—and he knows better than myself, being associated in Bombay with many of these people—to cheat the income-tax authorities.

Mr. Deputy-Speaker: Can the newspaper industry be nationalised?

Acharya Kripalani: If nationalisation means governmentalisation, I say God save us. But there are many meanings given to the word 'nationalisation'. If it means that it really comes under the control of the nation, —that means. the people,—then nothing will be more desirable.

Mr. Deputy-Speaker: Then there is no meaning in saying that the socialistic pattern of society will apply to this. It can be a co-operative concern.

Acharya Kripalani: Co-operative concern is a socialistic conception. The remedies suggested by the Press Commission are that the units must be separated. I think it is necessary for the employees, whether on the managerial and technical side or editorial side. Then, the accounts should

be kept separately and that would also help the income-tax department. They have another suggestion and that is the price-page schedule. I do not know why it has been opposed by the big papers. During the war when this system was adopted, they were getting greater profits than ever before. I am not very sure if this price-page schedule would not again give them greater profits. There are papers now, —English daily papers,—that are selling for one anna, and they usually give about eight pages. If the price-page schedule is adopted,—as it is being said one pice per page,—they will have either to reduce their space to four pages or to increase the price. I do not like that the price of cheap newspapers should increase. Therefore, I would suggest that no daily newspaper should sell for more than two annas, which the owners will do even in their own interests. One-anna paper should give not more than six pages and a two anna paper should give a maximum of ten pages —the maximum may be fixed. Anyway, this question requires a little more detailed study and I think that before any steps are taken, this study will be carried out. I do not want that people be denied enough matter as cheaply as possible; our lower middle classes, for instance, in Bombay, Calcutta and Delhi, that is, every clerk must have his newspaper and it must be possible for him to get a newspaper for one anna, which also he can hardly afford. This paper must have sufficient matter also. I think about six pages will be quite good for a one-anna paper and about 10 pages for a two-anna paper. We must prescribe a maximum for the number of pages and not allow beyond that to be used as waste paper. The Press Commission have also suggested that the space for advertisement should not be more than 40 per cent. I should have thought that this is big enough. After all, we are dealing with a report of a learned committee. The more learned a committee is, more conservative are its views; generally it is so. The recommendations they have made are very moderate indeed. So also are moderate the recommendations that they have made with regard to a public trading corporation for newsprint. This is a very valuable suggestion, considering the fact that big business has been making money from newsprint. It is said that some kind of a company was floated— I do not know how many years back —in Madhya Pradesh (the Nepa Mills); I do not know what happened to it in between. It is said to be again reviving after four or five years and it has gone into production. But it cannot produce our entire requirements of newsprint. We have to import from outside for some time to come and in order to equalise the prices between what we produce and what we import from outside, it is necessary to have this public trading corporation which must give newspaper equitably to all the newspapers, big and small.

There are no district papers in our country. This is because of the capitalist monopoly that exists. As a matter of fact, in all the European democratic countries, there are very good district papers. They get district advertisements and they exist because of these advertisements and their circulation. But here there are no daily papers in the districts. The big papers in big cities, metropolitan cities, cover up all small towns. They have their agencies and they have the ways and means of canvassing the market. I think this is a very good suggestion that there must be a State trading newsprint corporation which will equalise the prices of newsprint.

But I do not like that there should be a cess imposed upon newsprint, as has been suggested by the Commission—a cess of about Rs. 10 per ton. This they want to utilise for the expenses of the Press Council. I think, to begin with, Government should bear the expenses of the Press Council and there should be no burden put upon newsprint.

Then we come to the news agencies. There are two news agencies here in India—the P.T.I. and the U.P.I.—there

[Acharya Kripalani]

is one Hindustan Press also. But the first two are the main news agencies. How they are conducted is well known to everybody, because the employees of the P.T.I. did advertise the conditions of the working of the P.T.I. very successfully. That was the one good thing that came out of their agitation—we have come to know how much capital these Press barons, invested in taking over this agency and how much money they have borrowed, how much money they were giving to their creditors, and at what rates they were getting their own news supplied to them. In this the remarks of the Commission are very revealing. The Commission opined:

> "From a study of the budgets and statements of revenue and expenditure of the Press Trust of India, it is also clear that where certain directors are concerned, the Press Trust of India has allowed relaxation of rules regarding collection of subscriptions, thus giving them a financial advantage over others who regularly pay their subscriptions and satisfy their commitments to the Press Trust of India. While granting credit to the directors, we find that the Press Trust of India at the same time had to incur commitments in respect of its overdraft accounts with banks. We are surprised that this procedure should have been followed by the directors who ought to have set a higher standard in their dealings with the organisation. (Higher standard from capitalists!) On the 28th February, 1954, the total outstanding from newspapers considered good for recovery exceeded Rs. 3½ lakhs. This is surprising when the rules require that all payments of subscription should be made in advance of the period to which it refers. Out of this sum, an amount of Rs. 66,000 was outstanding from directors of the Press Trust of India. (They are very good trustees!!) Suits have been filed in respect of another of Rs. 30,000 where the chances of recovering the sum were not so bright. In addition a sum of over Rs. 90,000 has had to be written off as irrecoverable."

Further, it is said:

> "An allegation was made that one of the Directors had been availing himself of the 'A' service while paying only for the 'B' service. This was admitted by the other Directors, but the gentleman concerned tried to bluster his way out of answering questions we put to him and had to be asked to withdraw. (This was the only occasion in the whole of the inquiry when we had to ask a witness to withdraw.)"

These gentlemen are to train us in democracy!

Mr. Deputy-Speaker: Possibly, that is what he wanted—to get out of the place.

Acharya Kripalani: Of course—naturally, he wanted, because he did not want to give evidence.

> "Another Director, who published multiple editions of his paper (printed in the form of supplements at centres other than the one in respect of which a subscription was being paid to the Press Trust of India) had not been charged for these supplements and the other Directors had overlooked the matter. We consider it undesirable that a Director should be in charge of the day to day working of the agency." घर का मामला है।

Then there is something about the United Press of India, which in the pre-independence days did render us signal service. I wish it had continued as of old. But what does the Press Commission say?

> "The United Press of India is a public limited company. Some of the proprietors of newspapers are directors of this company. In

our opinion, this form of management is not desirable in the case of a news agency of national importance."

Therefore, the Commission has rightly recommended that the entire responsibility for the management of the news agencies should be organised on the basis of public corporations and entrusted to boards of trustees. Whether this will be done or not has got to be seen, because it rests entirely in the hands of the P.T.I. and the U.P.I. and the Commission has not suggested any legislative measures by which its wishes could be given effect to. It is only a pious hope and I am afraid it will remain a pious hope and no public corporations would be formed.

How these agencies have been carrying out their work has also been given in the report—so far as coverage of news is concerned, so far as sending news from India is concerned. The latter is simply thrown away; it is not utilised at all. It is necessary there must be more than one organisation for the foreign news coverage. Such organisation must not solely rely upon England for their news. They must have special correspondents of their own.

About the working journalists, I have already said what their condition is. They cannot perform the delicate task of enlightening the country if they are subject to financial stresses. The Commission has suggested a minimum wage of Rs. 125. This basic pay is not very high. In cities like Calcutta, Bombay, Madras and Delhi, they have recommended that an additional allowance of Rs. 100 should be paid. So also some additional allowances should be paid in cities which have a population of more than seven lakhs and more than one lakh. Other amenities have also been recommended.

Generally at present the editor and other members of the editorial staff are employed without being given a letter of appointment. They are appointed and displaced whenever the proprietor thinks it fit. No notice is given. Maybe there is one month's notice. Those dismissed belong to a learned profession and its members find it difficult to find jobs as easily as household servants. Sometimes their dues are not paid. The Commission has made recommendations for their recruitment, training, apprenticeship, emoluments, promotion, retirement, gratuity, provident fund, leave and hours of work. In this industry all these things have never been done. It is for the first time that the Press Commission has drawn the attention of the country and of the Government in these directions. They have also suggested provision of other facilities—for instance, libraries, reference books, retiring rooms and travel—whether Indian or foreign.

The Commission has referred to the difference between those working for journals in Indian languages and those in the English language and has recommended that this difference must be obliterated. It is suggested that the papers in the Indian languages are not able to make enough money to meet both their ends. But if they are to serve the country and serve democracy, it is better that such papers as cannot pay their staff properly shut shop. But I am sure that when they give proper emoluments to their employees, especially the editorial staff, they would be able to command a better market and will be able to make both ends meet.

The Press Commission has also defined the position of the editor. Every paper has a basic policy and the editor is bound to act in accordance with that basic policy. But this basic policy must be stated in the appointment letter itself so that the editor knows where he stands. Today nothing of the sort is done. From time to time editors are given instructions to do this and that and if they do not, they have got to go. The Commission has given many examples where the editors had to walk out.

[Acharya Kripalani]

I am sorry that by and large editors also have made themselves the instruments of their employers. They have sold their ability. A few have made a stand but many of them have given their abilities to be exploited by the capitalists. So, rightly the Commission says that so far as editorial staff is concerned, the editor must always be consulted in appointments, in punishments, in dismissal and all other things.

The Commission talks of the influences that are working today in the Press. The greatest influence is our benign Government. It controls only seven per cent of the advertisements. Yet this quantity is consolidated. The Government and the administration have hundred ways by which they can influence the Presses. Then every Government Department has got a publicity section of its own and the Press is given ready-made matter to be published. The Commission says that most of these hand-outs are generally concerned with the advertisement of particular individuals in the Government. The resources on which these communiques are based are never told to the Press nor is the Press allowed to enquire about these. Then there are the repressive laws hanging over the Press. Recently we changed our Penal Code and gave a new definition to defamation. So far as the members of our services are concerned, they are not common citizens; they are extra-ordinary citizens. They should not be treated as their masters are. The people in a democracy are the masters of the administration but the administrator here is treated differently from the citizens. If the offices are defamed they have not to go to courts. We know why they are reluctant to go to courts. They know that if they go some other scandals might be exposed. So, they do not go to the courts for the redress of the wrong done to them and Government comes to their help. Formerly, even under the foreign Government, if an administrator was defamed he had to defend himself and if he was successful the money spent in the defamation case was borne by the Government. Why this new provision should have been made in the Penal Code is difficult to understand.

Shri Kamath: Equality before the law!

Acharya Kripalani: It is not equality; it is inequality before law. The most obnoxious Act that was passed by the British Government was about the Press objectionable matter. You, Sir, are old enough to know what agitation was raised when this Act was passed by the foreign Government. You also know—many of the older Members of the House must be knowing—how on very flimsy grounds security deposits were asked from the Press and how they were confiscated. The Press in those days had to appeal to the public to give them money for fresh deposits to keep alive. I remember the *National Herald* lost its security several times. This *National Herald* was connected with our present Prime Minister. I know very well what he felt at that time about this Press (Objectionable Matter) Act but I do not know what he feels now. Of course, responsibility weighs heavy, so heavy on some of us that we forget our past.

I have one thing more to say and that is about the Press Council. It is very necessary. Every profession has a council. Why not the Press have a council of its own? About the duties it will have to perform the Commission says:

> "The best way of maintaining professional standards in journalism would be to bring into existence a body of people principally connected with the industry whose responsibility it would be to arbitrate on doubtful points and to censure any one guilty of infraction of the Code. An All-India Press Council with statutory protection and powers

should, therefore, be set up and charged with the duties: to safeguard the freedom of the Press...."

This is not only against the mercantile community, not only against the capitalists and the pressure groups but also against the Government:

"....to help the Press to maintain its independence, to ensure high standards of public taste and regulate the conduct of the Press by formulation of a code of journalistic ethics to be followed by all, to keep under review any developments likely to restrict supply and dissemination of views of public interest and importance, to improve the methods of recruitment, education and training for the profession, if necessary for the creation of agencies like the Press Institute, to deal with complaints about the conduct of the Press, to promote technical and other research, to publish annual reports recording its working and performance of the Press, to review the ownership structure etc. etc."

It is also said:

"The Press Council should consist of persons who will command the general confidence and respect of the profession and should have 25 members...."

It is said that out of these, 13 should be from the profession. But, "from the profession" should not—may I tell the authorities who are to appoint these people—mean the new kind of human beings that have sprung up in the Press. They are called the managing editors who neither do managing nor editing; but they do plenty of damaging. This new creation—I do not know wherefrom it came and from whose brain-wave it originated—should not be exclusively represented on this council as it is on the All-India Editors' Conference.

There is some talk of the Yellow Press. The Yellow Press is of two kinds. One that maligns the Government and the other that maligns individuals. Well, those individuals who are maligned will take care of themselves. However, something should be done even for them too. So far as maligning of the Government is concerned, I am afraid, it is due to the fact that the capitalist Press does not give enough news about the misdeeds of high officials. The Yellow Press sometimes exposes the doings of high authority—whether in commerce, industry or in Government. Let the ordinary Press give news about the scandals that go on from day to day in high quarters and then the Yellow Press will disappear. I am sure that much of the news this variety of Press gives, is not correct and is maliciously false. However, I have not seen even a single occasion where the Government have prosecuted a paper for maligning an innocent authority. Why does not the Government launch prosecution in such cases? I have been wondering why, when manifestly wrong and malicious information has been given in the Press, the Government sit silent? It raises a suspicion in the public mind that the Government are afraid that if it went to the court some other scandal might come out. If the Government want to tackle the Yellow Press they can do so only by allowing the ordinary Press to ventilate freely the grievances of the people against the Government.

Shri Raghuramaiah: I have moved an amendment approving generally the recommendations of the Press Commission, not from the point of view of any 'ism' but purely from the point of view of an average citizen. The average citizen is not interested in any 'ism' as such. What he wants is straight objective news; news which is given as cheap as possible; news from an industry which does justice to the workers, gives them a share in the administration and control and a system which will help the smaller newspapers and newspapers that have come newly into the field to prosper under conditions which do not throttle

[Shri Raghuramaiah]

them on account of competition from large vested interests.

Judging the report from this point of view I think it must be admitted that there has not been a more satisfactory report than this. Of the various reports which have been given within recent years there has not been a report more approved in general by the public and in respect of which every person has been most anxious that the Government should implement, than the report presented by the Press Commission.

One particular feature of this report which I would specially commend, and which I am sure everybody in this House commends, is the thought it has given to the working journalists both in respect of wages and in respect of the rightful share which they should have in the industry. I remember, recently, a gentleman who was very vociferous in commending, when the question of land reform was taken up, that land should go to the tiller, the same gentleman protesting, privately of course, against the increased wages and the share in the P.T.I. recommended to be given to the working journalists. He said that the whole report is coloured and that it contained nothing but what should be done to the working journalists whether in the Press, or P.T.I. management. Then I asked him: "You shouted high and mighty when it was a question of giving proper share to the tiller of the soil. You wanted land to be given to the tiller. Why do you not want the working journalists, who give the very substance to the newspaper, to have a share in its control and administration?" There was no answer and there could be no answer. The peculiar feature of every vested interest is that it will be very socialistic, very democratic and very altruistic when it does not touch its pocket.

As I said, Sir, if there is one point on which I think there is complete unanimity in the country, a point to which special attention has been given in this report, it is that working journalists should be given a living wage. You cannot have any happy working journalist hovering around having a miserable life. It will not contribute to healthy news. It will not contribute to fair journalism. It will not contribute to the peace and prosperity of this country. I have discussed this with many people. I have discussed this even with some of the Press barons and nobody except, as I said, that particular gentleman who was very vociferous that the land should go to the tiller, had the courage to say that this particular recommendation should not be implemented.

3 P.M.

Therefore, I shall not take much time of this House in commending the minimum wages and also the various terms and conditions of service recommended by the Commission. We must surely render minimum justice to this class of workers.

I am very glad that the contribution made by the working journalists has also been recognised in other ways. The report has recommended a certain proportion for them both in the constitution of the Press Council and in the reorganisation of the P.T.I. I agree to the reorganisation of the P.T.I. because I consider, judging from the standard to which I referred at the outset of my speech, that an average citizen is not satisfied with the present situation. It is but fair and proper that the P.T.I. should be reorganised. In saying that, I am not one of those who are prepared to denounce every director or the present directors. It is not my concern to do so. I judge it by an objective standard. Why should dissemination of news, which is shared not only by newspapers but even by the All-India Radio which relies on, acts on and proceeds on that news, be in the hands of a few people however much money they might have contributed? I can

never understand that. It is a national urgency that the dissemination of news should not be in the hands of a few people. It should be done by a Trust and that is what the Press Commission has recommended. There may be differences of view as to how this Trust should be constituted and how it should be administered. I myself have not been quite able to appreciate the manner of composition which has been recommended by the Press Commission. But that is a matter of detail. For instance, I would not myself like to entrust the nomination of the entire body of the members of this Trust to the Chief Justice. As in certain other countries, I would like to see that the representatives of the workers' organisations are elected by the workers' organisations, that the representatives of the proprietors are elected by the proprietors and certain non-journalistic elements are represented by certain other organisations. I would like it to be a representative house selected by the process of election and not entirely to be left to the Chief Justice. But, anyhow, that is a matter of detail. I quite see that the Commission has not recommended a legislative machinery to enforce the scheme. But then we forget that the Commission have tied it up with certain financial recommendations. They have made these to support the P.T.I. for instance they have recommended that the A.I.R.'s contribution should be increased and they have also recommended that the teleprinter machines should be taken over by the Government and be paid for. They have also recommended a long-term loan by the Government. Ultimately, the P.T.I. will have to depend on financial assistance, however direct or indirect, from the Government, and the Government have a voice in it. They can tell the directors of the P.T.I. that unless "you carry out this measure we are not prepared to help you as the Commission has recommended". I am sure even the directors of the P.T.I., given some time, will see the justice of the case and I am sure it is not a profit-making concern. Even now, I am told they are not taking away dividends for the money they have invested. It is treated as on a non-profit basis. Of course there is a report that they have been getting an indirect profit by getting more service, in certain cases, for less money paid. For instance, I am told that in Poona, a scheduled paper gets the same kind of service for Rs. 750 while in a district paper in Kolhapur or Sholapur, a paper has to pay Rs. 1,000 for the same news. There has not been any rational service. I am told they charge according to their whims and fancies, sometimes high and sometimes low. I suppose people who paid for B class service were getting A class service. Of course, it is now said that all this has been rectified, but I do not want the service to be at the mercy or the whims and fancies of a few owners of the Press. Therefore, the Government should make it clear to them. Of course it can only be done with the co-operation of the Press. The proprietors of newspapers, I am sure, are patriotic enough if the Government calls them and explains the situation to them. Of course, in the beginning there may be a little heart-burning. Heart-burning is inevitable, but ultimately, I am sure, they will accept the recommendations of the Commission with such modifications as the Government may feel fit to make.

There has also been a good deal of criticism regarding the price-page schedule. One gentleman was telling me the other day, "If I want to give you 20 pages of news for one anna, why should I be prevented from doing so?" I do not quite mind getting 20 pages of news for one anna, but what kind of news? Is it astrological forecast? Is it cross-word puzzle or is it one of the various competitions, quite apart from advertisements? And what about advertisements even? There are pages after pages of advertisements. I do not know how many of my friends here read the advertisements published in the newspapers, except perhaps in a Sunday paper. Probably when a gentleman has no work on

[Shri Raghuramaiah]

a Sunday, he might devote a few minutes to the advertisements, but normally, nobody has got time enough to go through the advertisements. Advertisement is not news. That is not the purpose of a newspaper.

Dr. Keskar: Who told you that twenty pages of news are sold for one anna?

Shri Raghuramaiah: The hon. Minister is asking that question. I say that that is the kind of promise they make. Their object is more than what one thinks. It is to kill the smaller papers by catering to a class of readers. They are not for an intelligent reader, not for a class reader, but for the type of reader, who, I dare say, is carried away by bulk. If he gets 10 pages of a newspaper for one anna, he would prefer to have it instead of having a smaller paper of four pages for the same amount. Of course there is the other suggestion that we should allow only 40 per cent. of the space for advertisements. It may be that we can have a rule that either a paper will have 40 per cent. for advertisements or a certain number of pages whichever is lower. These are matters to be worked out, and in any case, as in the case of the P.T.I. or in the case of the price-page schedule also, this is a matter in which the Government will have to take the newspaper industry into confidence. The principle that there must be a price-page schedule having been accepted, the actual schedule, the rates, and the manner of working them out will have to be undoubtedly settled by the Government and certainly the entire newspaper industry has to be taken into confidence.

Somebody was saying with reference to this that this is a violation of article 19 (1) of the Constitution, which relates to freedom of the press and freedom of expression. Well, there is no limit to that kind of observation. You can stretch the law; you can retract the law, but the spirit of the Constitution is a thing which we will have to bear in mind and the spirit of the Constitution is not that the smaller men should have no place in this world; it is not that the smaller papers should be driven out of the market. The spirit of the Constitution is that there must be equality of opportunity for all. We must judge it in the light of these principles. Some of my friends on the other side, while I am saying this, are laughing in their sleeves. But let them remember that the defence of the small men is not their privilege only. After the socialistic revolution, we are committed to save the small men and it is the privilege and duty of all of us to fight for the poor, to fight for the weak and to fight, in this particular case, for the smaller papers in the newspaper sphere.

I would next draw the attention of the House to two or three more aspects, particularly, the contents of newspapers. Cross-word puzzle has become a scandal. In fact, it has become the sole source of attraction in the case of some papers. Here, I may frankly tell you that some years back I used to purchase a paper only for the sake of the cross-word puzzle, and I had never the time, nor the patience nor the desire to look into the rest of that paper then.

Mr. Deputy-Speaker: Let the hon. Member get a prize.

Shri Raghuramaiah: If I get a prize I would share the amount with my friends. If every person who participates gets a prize, we need not grumble. But the point is millions and millions of people are ruined and it happens that a person, who sometimes does not exist, gets a prize, and except through the advertisement in that paper, nobody knows whether such a person exists at all. I hope that that man does exist—the elusive pimpernel. That is one thing which must be stopped if healthy journalism is to be developed and if people are not to be exploited.

The other thing is astrological forecast. It is terrible, especially the matrimonial forecast. I do not know how many people have died of heart failure on reading them. You open a page and see that a person with such and such stars is sure to be married. God alone knows when the marriage would come off. A man goes on spending hundreds of rupees to find this out. Then, there is the *kavacham*. I do not know how many souls have suffered, not by the weight of wearing the *kavachams*, but by the weight of the money paid. It will make old people young and young people old; all sorts of things are said. There seems to be no limit. I sometimes wonder whether it is not time that all these things are stopped. I am very glad that the Press Commission has supported the proposal that that kind of stuff should get out of our newspapers and that the papers should have a more healthy trend.

I would only say this that in making these observations, I am not guided by any sense of 'ism'. I leave that to other men more competent. I want a paper for the layman, a healthy paper with straight news and a society in which the small paper also can thrive side by side with a bigger paper. The monopoly of the bigger paper will have to be stopped if it is going to work havoc on the smaller paper. I am one of those who believe that the price-page schedule will contribute to remove the unhealthy competition and will place the small paper on its own footing. I strongly commend the recommendations in the report. I would particularly compliment the two Members of Parliament, Shri T. N. Singh and Shri Jaipal Singh, who were members of this Commission. They have done yeoman's service and we are proud that they have been associated with such a historic document.

Shri Joachim Alva (Kanara): The golden age of Indian Journalism is over. The golden age of when toil, and tears, the sweat and blood in the shape of confiscations, arrests for sedition and other penalties of the British Raj that were so profuse in our land, is now over. The materialistic age has dawned on us when a spirit of mission has yielded place to commission! Mission has gone; commission has come. It is so unfortunate that it has come after 1947 when the golden age of Indian journalism came to an end.

My hon. friend Acharya Kripalani mentioned a host of names who have been associated with the golden age of Indian journalism. I would like him not to forget two other names, though they were foreigners: Mrs. Annie Besant and Benjamin Guy Horniman. Both of them had contributed so much towards the spirit of freedom in Indian journalism. Though both of them were foreigners, they made this land a part of their life. Now, Indian journalism has been invaded by the Vandals, the Huns, the Scythians and dacoits. I do not know how it has gone into the evidence here, one of our press lords, the biggest press lord, says that he has committed every crime short of murder. The Chairman asked him, do you mean to say that you have committed dacoity. They took him seriously and also with a tinge of humour. He said, yes, I have committed almost all crimes except murder. With this brazen-facedness, with this kind of men who try to control the destinies of our nation, and monopolise and concentrate newspaper policy in their hands, what is going to be the future of our land? This is what the Commission has striven its utmost to do: to clip their wings, and to do the right thing at the right time. Incidentally, I must pay a tribute to the hon. Prime Minister who, in the debate on the First Amendment of the Constitution, spontaneously and readily agreed that there shall be a commission to examine the entire press position by a set of eminent men. He was followed up, no doubt, by the hon. Minister for Information and Broadcasting, Dr. Keskar, who promptly and efficiently brought into being the machinery of the Commission. Thereafter, we had

[Shri Joachim Alva]

two terrible casualties in the Commission. Shri Chowla who died fighting at the height of his hard work, who died of heart failure and justice Rajadhyaksha. I saw him a few days before he fell at the end of his labours after a happy life. A few days later, I learnt to my horror that he had died. The Prime Minister is the progenitor of the Commission; the nourisher is the hon. Minister Dr. Keskar. These two were the casualties. But, there are going to be a number of other casualties as a result of the recommendations of the Commission.

An Hon. Member: Who are they?

Mr. Deputy-Speaker: Recommendations or implementation?

Shri Joachim Alva: Recommendations.

We must go back to the U.K. Royal Commission. That was appointed in 1952 as a result of a debate in the House of Commons in which journalist Members took part. The National Union of Journalists took the initiative in demanding a Commission. It is rather ironical that the journalist Members of Parliament oppose the appointment of the Commission. By a free vote of 272 to 157, the motion for the appointment of the Commission was passed in the British House of Commons. The Commission which was appointed in October, 1952, finished their labours in July 1954, after 2 years. They had 17 members, of whom two were women, one being Lady Bonham Carter, daughter of Mr. Asquith, a former Prime Minister in England. Ten eminent men were appointed by our hon. Minister. I do not see the reason why he did not find a single woman to grace this Commission. As I said, the initiative of demanding an enquiry by a Press Commission was that of the Union of National Journalists.

There are 5 important recommendations, according to me, in this report. You have to link them up. All the recommendations are linked up. If you de-link them, they will fall as a pack of cards. This is a voluminous report. With due respect to the report issued in the U.K., I say this is more voluminous. I only wish that it was printed better, with fine letters as fine as is found in communications from the House of Commons. I wish even the writer was a different man in the sense, a man who has seen with his own eyes the scorched-earth policy of the Quit India Campaign, who has had experience of the fight for freedom, and who had seen those hard days of the battle for Indian freedom. Such a man should have been found for writing this report, instead of entrusting it to another man who could not put all the facts with all the fire and sentiment at his command.

As I said, there are 5 most important recommendations. The first is the price-page schedule on which so much hubub has been created, the working journalists' charter, the P.T.I. the U.P.I. and Hindustan Samachar news agencies, the Press Council and a State trading corporation for the import of newsprint. I do hope that the hon. Minister who has so much earnestness in the department, will, with the aid of his efficient Secretary, implement all these five most important recommendations. Take the price-page schedule. A subscriber will asks, why do you give me a limited number of pages at a particular price. This price-page schedule will no doubt drive out some papers out of business. The bigger papers will feel happy that the smaller papers have been driven out. But in the long run, even the bigger papers will have to come to trouble. We do not want a single paper to be so powerful as to be able to overthrow a national Government or subvert a national policy. I do not want this instrument to be in the hands of a few press barons. The National Union of Journalists put their finger on the pie in England and they said:

> "We are of opinion that the production of newspapers cannot be governed by the strictly commercial considerations which

govern the making and marketing of other commodities in general demand. Our function is in the nature of a public trust and should be so regarded.

We seek, above all else, as a body of professional men and women, that the industry in which we serve the community should be directed and managed primarily in the public interest."

May I ask whether these questions posed by them in Britain do not apply word for word to the state of the industry in our own land? We have a few press barons who suddenly came over the land like worms coming out of dirty or muddy water like snakes in the grass, with their huge balances in the bank, to control vital organs of the Indian press and dictate their policy and influence public opinion in such a way that we do not know whether even Parliament can be subservient to them or subordinate to them. On a very memorable occasion when Hoare Belisha who was a very popular Minister in Britain, who was responsible for a revolutionary measure, namely conscription in peace time, introduced it, all the organs of the British press were against him, but when he resigned there was a chorus of approval about what he did. Sir Winston Churchill wrote a very memorable sentence in his book and said that Parliament does not take its opinion from newspapers,—indeed it often reacts in the opposite sense. These are the words of a master of journalism and a great figure in Parliamentary life. When Hoare Belisha made a statement in the House of Commons, the news papers went against him and said that they would not publish it. This is what Churchill mentions in his book.

So, if we are building a welfare State, if we are going to have a socialist State, we cannot have a few barons of the press getting hold of the P.T.I. and using it in the most unscrupulous fashion, controlling news agencies, having all the machinery in their hands and even monopolising newsprint through the agency of the Indian and Eastern Newspaper Society. Perhaps there is no other club which costs as much as this society, namely Rs. 1,000 per annum. It consists of only 80 or 100 members. They admit no small newspapers in their gathering. It is a closed club and they corner all the newsprint. The leading members of the society do this. I can even give the names without any fear, because for my own paper which is a casualty of the freedom movement, we had bought newsprint from them at a black market rate.

Shri M. P. Mishra (Monghyr North-West): Their name?

Shri Joachim Alva: *Times of India.* Bennett Coleman and Co., if you want to know.

The Government must see that this subscription of Rs. 1,000 is lowered down to Rs. 100 and that the smallest newspaper from every part of India becomes a member of it. Government shall not give that society any privileges which it does not give to the other man.

Unfortunately, we have to have the other association, namely the Indian Languages Newspapers Association, and it is a great tragedy that that body has a lean backing. The Indian languages press has borne the greater brunt in the freedom fight. It can boast of great figures like Lokamanya Tilak and even Shri Khadilkar, editor of the *Navakal*, the oldest Marathi paper of Bombay. But the barons of the press have come and built the press with the crossword which is responsible for a building of two floors of the *Times of India*. I can never forget that historic scene when Shri Khadilkar in 1928 stood at the bar of the Bombay High Court, defended by no less a person than Shri Bhulabhai Desai, whose voice was heard with great attention in this House, with a solicitor and patron like B. G. Kher, but the judge closed his eyes and sentenced him for two years. Such papers have become casualties at the hands of crosswords and the huge bank balances of th

[Shri Joachim Alva]

press barons. What is going to be their fate? Who is going to give them a helping hand? Is the State coming forward?

The Report very casually mentions about the Industrial Finance Corporation. What does it do? My rich friends, my capitalist friends are very influential people. The Industrial Finance Corporation lends money to the tune of half a crore to undertakings run by them. They float companies with Rs. 3 crores capital and the Government of India gives them another crore, and from the investors they get another crore. With the result that even in my constituency which is the most backward in India you have a paper factory. With the result several small papers have become casualties. I want this report to be re-written, to mention the casualties of the Indian press who died either for want of money or because their press was confiscated or because they did not have sufficient capital. Today the Commerce and Industry Ministry says that a newspaper is not an essential product, not an essential organ of public opinion. All these papers had to stand the brunt of the battle, had to have all kinds of worries, stand the pressure of British and American advertisers. Today, who are the masters of Indian journalism? Who are the servants of Indian journalism. The masters are the British and American advertisers who operate through the big five advertising agencies like J. Walter Thompson. There is only one which is managed by Indians and the Press Commission report says it is time we had Indian capital and Indian personnel in these agencies. I had discussed this matter with Rajadhyaksha. I pointed out to him that Rs. 2½ or Rs. 3 crores were given by way of advertisement by the British and Americans and that this advertisement should be in Indian hands. He said he would think it over. I think I am not wrong in mentioning this conversation to the House. I told him: "Ask the Central Board of Revenue to allow companies with Rs. 1 crore revenue per annum to set apart 1½ per cent of their revenue for Indian advertising." I have consulted eminent legal opinion and they say that there is no legal objection to the Central Board of Revenue permitting Indian business houses to do this. If this is done we can have Rs. 3 crores from Indian hands and thus end the hegemony of foreign advertising and our slavery. Today I challenge that if the Prime Minister and 50 other Members of Parliament stand up in this House and make a speech against Lever Brothers who are a menace to our soap industry and who advertise so much in Indian papers, not one English paper will publish it, and the paper which publishes it will have to go to the wall. It is a shame that a statement made on the floor of the House cannot be published in the columns of the mighty journals. What is the missionary spirit of these papers? Seventy per cent. of their space is taken up by advertisement, and thirty per cent by news, and they cry that there should be no price-page schedule, which is going to benefit the Indian language press which goes to the masses of India. I do not mind if the English journals are burnt,—not that I would like this to be done,—but it is better to develop the language press so that they have a circulation of 25 millions, higher than the *Daily News* of New York, higher than the *Pravda*, or the *Daily Express* of London. That will come perhaps not in our life time. It will come 25 years later when our children will see that they have a circulation of 20 million. Are you going to allow these papers to be in the hands of a few newspaper barons who have shamelessly stated before the Commission that they have done everthing short of murder? When the recommendations were out, my friend, Mr. Johnson, Editor of the *Statesman* said that these recommendations will cripple the industry. He said that some recommendations were totally unworkable and that he disagreed with others and regarded some as...

Mr. Deputy-Speaker: The hon. Member may continue tomorrow.

Shri Joachim Alva: Thank you very much.

COMMITTEE ON PRIVATE MEMBERS' BILLS AND RESOLUTIONS

THIRTY-FOURTH REPORT

Shri Altekar (North Satara): I beg to move:

> "That this House agrees with Thirty-fourth Report of the Committee on Private Members' Bills and Resolutions presented to the House on the 17th August, 1955."

In this report, there is a classification of some four bills, two of which have been placed in category A, and two in category B. There is also reclassification of all the Bills that have been stated there. And about 25 Bills have been allotted time; this is given in appendix No. III. This is all what has been stated in this report. I hope the House will accept this report.

Mr. Deputy-Speaker: As there are no amendments tabled to this motion, I shall put the motion to vote now.

The question is:

> "That this House agrees with the Thirty-fourth Report of the Committee on Private Members' Bills and Resolutions presented to the House on the 17th August, 1955."

The motion was adopted.

Mr. Deputy-Speaker: So, this report is adopted.

Mr. Deputy-Speaker: Now, there are some Bills to be introduced. The first Bill is in the name of Shri B. Das. The hon. Member is absent. The second is also in his name. The third is in the name of Dr. N. B. Khare; the hon. Member is absent. So, we shall take up Bills for consideration.

TITLES AND GIFTS FROM FOREIGN STATES (PENALTY FOR ACCEPTANCE) BILL

Mr. Deputy-Speaker: The House will now take up further consideration of the following motion moved by Shri C. R. Narasimhan on the 5th August, 1955:

> "That the Bill to provide for penalties for acceptance of titles and gifts from foreign States, be taken into consideration".

Shri C. R. Narasimhan was in possession of the House on the last occasion. He spoke for a minute last time. The total time allotted for this Bill is two hours. So, one hour and 59 minutes remain, which is as good as two hours. So, this Bill will go on till about 5 P.M.

Shri C. R. Narasimhan (Krishnagiri): For the benefit of the House, I would like to read out the Statement of Objects and Reasons appended to my Bill.

Shri T. B. Vittal Rao (Khammam): It is not necessary. We have read it already.

Shri C. R. Narasimhan: Some might not have read. This House is somewhat as follows. Members come here and behave like a sort of floating population; some come and some others go. So, whenever we commence any business, it is necessary to have a mental resume of the whole thing before we set ourselves to the task before us.

The Statement of Objects and Reasons reads:

> "Acceptance of titles conferred by foreign States is prohibited by clause (2) of article 18 of the Constitution...".

Article 18 (2) of the Constitution is relevant in this matter. But unfortunately, while the Constitution puts a ban on the acceptance of titles from foreign States, it does not contain any provision for punishment in case of breach of this provision. I therefore

[Shri C. R. Narasimhan]

thought that there should be some sanction behind this provision of the Constitution in case of any breach.

[SHRI BARMAN *in the Chair*]

Of late, owing to the emergence of the cold war, there is a certain amount of competition amongst the various power blocs, main, subsidiary as well as satellite power blocs, of this world to woo other nations and the citizens of other nations. Various methods are resorted to for this purpose. Gifts are offered, prizes are offered, and other such attractions are offered. We find that Indian citizens are also wooed in various ways by the foreign States to take up causes which are dear to those States. It may not always be desirable for Indian citizens to take their stand on world issues by getting cues from foreign countries.

When such gifts, prizes and other attractions are offered, it is quite possible that some weak-minded citizens may go astray and try to take up a particular stand in order to deserve some kind of foreign patronage. That is another danger that is caused by acceptance of gifts etc. from foreign countries. So, the Constitution provides for a ban on the acceptance of foreign titles. But it does not provide for the prevention of the getting of gifts by persons from foreign States over the head of the Indian Government. I think it is very desirable to extend the scope of the constitutional provision to cover the acceptance of gifts also. That is why in the Statement of Objects and Reasons I have stated:

> "Acceptance of gifts and presents from a foreign State, may in certain cases be not merely derogatory to national honour, but also prejudicial to India's international relations as well as internal security and welfare. It may sometimes be far more injurious to public interest than the acceptance of a title from a foreign State. It has therefore become necessary to prohibit such acceptance and provide penalties for it."

Thus, the twofold object of this Bill is firstly to provide for remedying a lacuna in the Constitution in the matter of ban on acceptance of foreign titles, and secondly to extend the scope of the ban to the acceptance of gifts also, such as cash gifts etc.

As a matter of fact, when this provision regarding the ban on acceptance of foreign titles was discussed in the Constituent Assembly, this issue also was raised as to whether a breach of that provision should not be punishable, and whether there should not be provision in the Constitution itself to prevent such a breach. I have read the relevant portion from the proceedings of the Constituent Assembly in this regard on an earlier occasion, but I think it is desirable to read the same again as it will help us in the proper consideration of this Bill.

When the present article 18 (2) was discussed in the Constituent Assembly, some prominent Members of the present House also took part in the debate. Shri T. T. Krishnamachari, our present Minister of Commerce and Industry and Iron and Steel, who was one of the framers of the Constitution was also one of the participants in the debate on this provision. Then, Shri Kamath and other Members also took part. I find that Shri Kamath is not here at the moment. But he had raised this very issue in the course of the debate on that occasion in the Constituent Assembly. He said, if you provide for a ban but you do not provide for a penalty in case of a breach, then was not quite a desirable thing; and therefore, he urged that there should be some provision in that regard. The reply that Dr. Ambedkar gave then will help us in properly understanding the object of this Bill.

I am quoting from Vol. 7 of the *Constituent Assembly Debates*. This is what Dr. Ambedkar said:

> "It would be perfectly open under the Constitution, for Parliament under its residuary powers, to make a law prescribing what should be done with regard to an individual who does accept a title contrary to the provisions of this article. The non-acceptance of a title is a condition of continued citizenship; it is not a right, it is a duty imposed upon the individual that if he continues to be the citizen of the country, then he must abide by certain conditions. One of the conditions is that he must not accept a title, because it would be open for Parliament when it provides by law as to what should be done to persons who break the provisions of this article to say that if any person accept a little contrary to the provisions of this article, certain penalties may follow. One of the penalties may be that he may lose the right of citizenship....Certainly, it is just commonsense that if the Constitution says that no person shall accept a title, it will be an obligation upon Parliament to see that no citizen shall commit a breath of that provision."

This is what the person chiefly responsible for the passing of the Constitution said in this connection.

I think no stronger recommendation is necessary in favour of my Bill than this.

As for titles and other things...

Shri Rane (Bhusaval): How many titles have been given after the Constitution came into force?

Shri C. R. Narasimhan: I will come to that. As for titles and other things, their history is well known. When the British were here, conferment of such titles on loyal persons was one of their major tricks to keep their hold strong in this country. Therefore, there was a great reaction. The wonderful letter that Dr. Tagore wrote to the then Viceroy when he gave up his title is a memorable chapter in the history of our country's freedom battle. He described them as 'badages of slavery'. Also when we had to non-cooperate with the British Government, when we did not know how to bring about that non-co-operation on a mass scale, the question of titles came up readily for consideration, and one of the items in the non-co-operation programme was the giving up of titles. Several people, who had spent a lot of money and had done all kinds of things in order to get those titles, at the call of the nation discarded those titles. The giving up of titles gave a strong fillip to the non-co-operation programme, just as the acceptance of these titles helped the British Government to keep their hold stronger in the country. When the respected leaders of the country took up the non-cooperation programme and included in it the giving up of titles as one of the items, it was a great success. The non-co-operation programme did not immediately start with boycott of schools, colleges and courts. All these were preceded by boycott of titles. It was easy, without giving up one's life. It was quite easy to give up this kind of thing which had then some value. Naturally morale went up and the spirit of freedom was imbibed by the masses of the country. So with this background, it became necessary when the Constitution was framed to prevent citizens from aspiring for recognition from abroad. It is always a dangerous thing. If instead of doing good things for the country, in order to get some recognition from abroad, we do things, it ultimately leads to some kind of deterioration. Standards go down. A good thing is its own reward. It is not desirable to get somebody from abroad to appreciate it. That was why the Constitution-makers included this provision in the Constitution. A commentary on this particular clause is of interest. Commenting on article 18(2) of

[Shri C. R. Narasimhan]

the Constitution, the commentator says:

> "This clause prohibits the acceptance of title by any citizen of India from a foreign State, the prohibition being conceived in the interests of the integrity of and to ensure equality amongst, the citizens. It is quite possible that a person who is allowed to accept a litle from a foreign State, may, in addition to being puffed up with the honour so as to be disposed to look down upon other who have not had that good fortune, feel so disposed to the foreign power that conferred the title that the allegiance he owes to his own State may run the risk of deterioration. Evidently, the object of the framers of the Constitution is to see that no citizen of India feels beholden to any foreign power for any favour done or benefit conferred. He must be a citizen of India first, last and always with no affiliations or attachments for any reason whatsoever to a power outside the bounds of the Indian Union."

Therefore, this is the object. Of course, when the Constitution was being framed, the thought that in future such titles would not be conferred was certainly in the minds of those people. The question which Shri Rane put, namely, how many titles were conferred or are being conferred, after the Constitution, should have been foreseen by those people. They would have known that by and by titles were bound to be stopped and even the ones that were secured were bound to die their own natural death. But still, since we believe in a written Constitution,—we have put everything in writting—and we have put a ban. I think it will be very irregular if we do not provide for punishment of the infrigement of the ban also.

Some may think that this will interfere with certain scientific awards which various bodies in the world may give, and that it may even affect learning. This kind of danger is provided against by the Constitution itself. There is an axemption there. The ban applies only to recognition from States or Governments which subjects. That only is prevented There is an exception provided that scientific awards and such other things like University awards should be allowed. Therefore, there is not going to be any danger of proper merit not being commended in the proper manner.

As for gifts, I have a nice passage from Swami Vivekananda which I take the liberty of quoting. Though it may not be quite relevant, it is still good. Swami Vivekananda commenting on Patanjali Yogasutra says on gifts:

> "The mind of the man who received gifts is acted on by the mind of the giver. So the receiver is likely to be degenerated. Receiving gifts is prone to destroy the independence of mind and makes one slavish. Therefore, receive no gifts."

Shri M. P. Mishra (Monghyr North West): Foreign or indigenous?

Shri Rane: Both.

Shri C. R. Narasimhan: May be. I am referring to cash gifts.

That is not what probably my friend has in mind.

Shri N. B. Chowdhury (Ghatal): What happens if it is mercy gift?

It blesses both the giver and the receiver.

Shri Punnoose (Alleppey): The gift, which Portia described.

Shri C. R. Narasimhan: 'If you receive gifts, your mind will become impure. You will not have the power to remember your past.' He was dealing with the Philosophy of Yogasutra. 'You have to deal with both *Ihaloka* and *Paraloka*'. So I think what Swami Vivekananda was saying about gifts in general is particularly applicable in the political atmosphere today. Therefore, I do not want Indian subjects to be a field for hunting by foreign States.

Moreover, today probably one particular group of nations or one particular nation happens by chance to give some gifts. Some are probably earned. It is not as if they simply pick and choose. They also have their own standards, no doubt. I do not mean any disrespect to countries and States which have this kind of institution and which have been good enough to think that our own countrymen deserve such gifts. I do not mean any disparagement to those who get such gifts or to those powers which give the gifts. But the institution itself is bad.

When we have a written constitution and when we have the background of our history when foreign governments bestowed honours and gifts and interfered with our freedom, we should make a permanent provision about this. Today one particular government may give such gifts; tomorrow some other government may start giving gifts for something else. Then another government may take another subject and begin offering gifts for that. Are we going to allow this kind of thing to go on in our country? Should we allow this kind of political proselytisation to flourish in our country? I do not think it is desirable; it should be guarded against. That is the object of my bringing forward this Bill. It may be said that there is really no instance, as Shri Rane felt, and so, why worry. I have an answer for that. There is the slave mentality still continuing.

In this connection, I will read from a letter from no less a person than the Editor of the *Harijan*. It was written in March 1954: it was nothing got on the spur of the moment. He says:

> "A phychological change is very necessary; many of us are still hankering after foreign recognition."

He also wrote a note on titles in general and he agrees with me in respect of foreign titles also. (*Interruption*). He is an important public man; he is well known in this country. He himself felt that a psychological change has not yet taken place and still there is a tendency to hanker after foreign recognition. I am glad that I am not alone in this view. It does not make one happy when he simply suggests a remedy but when another agrees with it he is very happy.

There are certain honours like the Vatican honours which are not technically honours but decorations. There are various ways of interpreting certain things. You may say that it is a decoration and that it is a medal and all that. Though these medals are not given directly under the name of titles, still the idea is there.

I shall give you an example to show how the mind works and that the psychological change has not yet taken place. I will now quote from the *Hindustan Times*, August 11, 1955. This matter has been published not only in the *Hindustan Times* but also in all the major important dailies of the country which are likely to be affected by the price-page schedule—because the price-page schedule is intended to affect papers with the widest circulation and popularity. There is an insurance company called the Oriental Government Security Life Assurance Company and it had its 80th Annual General Meeting where the speech was delivered by Sir Cowasji Jehangir. In every paper the photograph of Sir Cowasji Jehangir, Bart. is published. It says, 'Presiding over the Eightieth Annual General Meeting of the Oriental Government Security Life Assurance Co. held at 4 p.m. Sir, Cowasji Jehangir, Baronet, C. B. E., KCIE, so on and so forth. What I say is there is still hankering after these titles. This is paid for; and such speeches are not published freely. Every line of it is paid for.

Pandit K. C. Sharma (Meerut Distt. South): Sir Cowasji does not need it. He himself is a very attractive personality.

Shri C. R. Narasimhan: So, I say the mentality is still there.

[Shri C. R. Narasimhan]

There are administrators and able ones like our Deputy Home Minister. They have two modes of attack when suggestions are put forward, when those suggestions do not have the imprint of officialdom. Supposing some large-scale offences are taking place and undesirable practices are attempted, they do not declare these things as offences, they say that the provisions will be observed in the breach. Prohibition law is an oft quoted example in this connection. When there are sporadic offences and when you want to have a law, they say, it is only one or two cases here and there, why do you want to have a law; don't have that. These are the two methods of approach.

I think it is better to have legislation because legislation has its own effect. Not only will there be provisions which are enforceable but the provisions will be a sort of guidance to the public at large and it is a sort of guidance to the people as to what is expected of the citizen, what is proper and improper from the point of view of the State. Therefore, if we have this kind of law it will create the proper psychology in the people. The punitive aspect of the legislation need not be brought into operation but the educative aspect will be there. I have heard that when a particular official was given a title he had simply to take it for the sake of courtesy. He had to accept it because it was suddenly thrust on him and he had not even the time to think of refusing it. This kind of thing will not happen if we have a provision in our Constitution saying that it is not only objectionable to take a title but it is also punishable. It will not only be a sort of guidance to the citizens of our country but will also be a guide to the governments of foreign countries as to what kind of approach we have in this matter. From that point of view also it is necessary to have a measure like the one which I have brought forward. It has two aspects, one of providing punishment for the acceptance of titles from foreign States and the other of reducing the scope for the offering of such titles. I think at least one of the two parts will get the sympathy of the Home Minister. I have nothing more to say and I strongly appeal to Government to consider this Bill sympathetically.

4 P.M.

Mr. Chairman: Motion moved:

> "That the Bill to provide for penalties for acceptance of titles and gifts from foreign States, be taken into consideration."

Shri A. M. Thomas (Ernakulam): At first sight this Bill may appear to be an innocuous one, and viewed in a certain light, it is so. I am afraid my friend ought not to have introduced this Bill taking into account the various trifling things that take place in the shape of conferment of a title or giving of a gift by decoration or honour or something like that.

As far as the first part of the Bill is concerned, you will see that the Constitution itself, under article 18, has provided for it under the 'Fundamental Rights' chapter and it has been deliberately done. The two objects that the Constitution framers would have had in mind, when enacting this article, would be these. There must not be any extra-territorial allegiance as far as any citizen of India is concerned. Article 18 also prohibits conferment of titles even on citizens of India by the Indian authorities themselves, although conferment of honours is not specifically taken away. You remember that doubts were even expressed when honours were granted by the President whether those honours will come within the mischief of this article which prohibits conferment of titles. As you know, the expert opinion was that conferment of honours will not come within the ambit of article 18. The primary object with which article 18 has been enacted is that there should not be a class in India like the class of lords or peers as we see in the U. K. The very conception that we have in view

in framing our Constitution also will not be served by making any distinction between citizen and citizen, especially in view of the Preamble to the Constitution, namely, "and to secure to all its citizens: justice, social, economic and political; equality of status and of opportunity; and to promote among them all fraternity assuring the dignity of the individual and the unity of the nation." When you have adopted this Preamble, certainly it is in consonance with the spirit of the Preamble that article 18 has been enacted. That is all right. My friend further complains that there is no penalty provided for breach of article 18. We have to bear in mind that this article occurs in the 'Fundamental Rights' chapter and any right conferred by this chapter can be agitated or enforced through a court of law and there may not be any difficulty over that.

The second question that we have to consider is whether the scope of the article should be extended by enacting a Bill like this. You will find from clause 4 of the Bill:

> "Any citizen of India who, without the consent of the President, accepts any gift or present from a foreign State, shall be punishable with imprisonment which may extend to two years, or with fine, or with both, and the court may on conviction pass an order of forfeiture of such gift or present or what it has been converted into."

If you enforce this provision, then our Prime Minister himself—of course, there is no statutory provision—would have been guilty because we have read in the papers that when he had been to Russia and other countries, gifts were showered on him and several presents and prizes were presented to him.....

Shri C. R. Narasimhan: Not by the State.

Pandit K. C. Sharma: I suppose those presents were meant for the people.

Shri A. M. Thomas: Those presents and gifts are displayed here and it will be open to us to see them. Perhaps the Prime Minister may not appropriate those gifts to himself, but what I want to show by citing this instance is that if there is such a provision like this, even these things will come within the mischief of that provision. Regarding the institution of Nobel Prize and other things, my friend may say that under clause 5 of the Bill, they are specifically excluded. It is very difficult to make any distinction between the other clauses and the scope of clause 5, which says:

> "Nothing contained in the foregoing sections shall be deemed to prohibit a citizen of India from accepting a scholarship, prize, degree or honour regulations or custom prevailing in a university conferred in accordance with any rules, regulations or custom prevailing in a university or other institution devoted to the advancement of knowledge and situate in a foreign State."

When working the clauses, innumerable difficulties are bound to arise. There are certain other things that we have to bear in mind when we consider this Bill. Extra-territorial loyalty should not, to any extent, be countenanced. I am one with my hon. friend in subscribing to that view, and if the receipt of any gift, honour or title comes in the way of our loyalty to our State, certainly that should be discouraged. But one thing we have to bear in mind and that is that when conferring such honours and other things, there will be a prior consultation at State level. When any foreign government or State intends to confer an honour, title, etc., on any citizen of our land, the Government of India is likely to be consulted beforehand. I believe conventions also have grown up in the matter of conferment of honours between the various governments concerned, and I do not think it would be proper on our part to restrict that by enacting a Bill of this kind. For example, if this Bill is enacted, it will result in this. Certain ecclesiastical and religious dignitaries are conferring honours and the only privilege that

[Shri A. M. Thomas]

they have out of these is that in religious processions they can just wear another dress or something like that and take a candle, etc. Such things, for example the Papal honours, will become objectionable if we enact a Bill of this kind. I think they are very harmless things and we should not take note of such trifles. There are several religious and charitable institutions for which we get help from foreign countries in the form of gifts and other things. If you enact a Bill like this, it will also stand in the way of free flow of such gifts from foreign countries. Of course, I am not questioning the motive with which this Bill has been brought forward. The motive is certainly laudable but I think, if you enact a Bill like that, it will lead to complications. These matters are to be regulated by conventions, by negotiations at Government level, etc. and I think it is not necessary to enact any such Bill. Therefore, I oppose this Bill.

Shri D. C. Sharma (Hoshiarpur): I was surprised to hear on the floor of this House this afternoon that the acceptance of titles and gifts from other countries was a very harmless thing and that it was a trivial matter and that it should not be taken notice of. I beg to submit that titles, gifts and decorations are the symbols of a capitalistic and competitive society and it was on acount of this that our Constitution did not want any titles to be conferred on Indian citizens. The titles were abolished for the simple reason that we were trying to build up a classless society. If a title conferred by the Indian Government is not valid, I cannot understand how the title conferred upon an Indian citizen by a foreign Government can become acceptable. I cannot understand that logic. We do not confer any titles on our own citizens. But when titles are conferred upon us by any foreign Government, should they become very respectable? I fail to see the logic. I therefore think that Shri C. R. Narasimhan has done a wise thing in bringing forward this.

An Hon. Member: What about Nobel Prize?

Shri D. C. Sharma: I will come to all of them if you wait for sometime but the difficulty is that you cannnot wait.

Acharya Kripalani (Bhagalpur cum Purnea): Bharat Ratna—what is that?

Shri D. C. Sharma: It is not a title in the accepted sense of the word: it is not a decoration in the accepted sense of the word, and it cannot be a gift in the accepted sense of the word. Titles are of a different category and different classification.

If you look at the constitutions of different countries, you will find that in many countries acceptance of titles from foreign States is banned.

An Hon. Member: What States are they?

Shri D. C. Sharma: Perhaps you will not approve of them; but still I must give them. You will not like the name of the United States of Mexico where titles from foreign countries are not recognised. You would not like the name of the Philippines but there also titles given by any foreign Government are not accepted. In the United States also, you cannot accept any present, emolument, offers and title of any kind whatever from any Government, prince, or foreign State. Take the case of Ireland. Perhaps we have much more sympathy for it and there is much more in common between Ireland and India. In Ireland no citizen can accept any title from any foreign Government except with the prior approval of the Government. Let me take the case of Turkey. Any division of grade, class, or family is abolished and prohibited in that country. I have not got the constitutions of all these countries but I may tell you that in most of these countries all kinds of titles are abolished and in so many countries it is laid down that no citizen can accept any title from any other foreign State. I think that it is a very wholesome provision in the Constitutions of those countries.

Mr. Chairman: Our Constitution also has provided.

Shri D. C. Sharma: Yes. But what Shri C. R. Narasimhan says is this. Mere prohibition will not do because it has not worked so well. He wants that persons should be debarred under one condition or the other from accepting any title from any country. My friend, Shri A. M. Thomas just now said that extra-territorial loyalty should be discouraged at all costs and I agree with him. I do not say that everybody who accepts the title from any foreign State has any extra-territorial loyalty but the presumption is always going to be against him. I do not want that there should be any presumption of this kind against any citizen of India.

Take the case of gifts and presents. My friend has said that our Prime Minister has brought so many presents from other countries and therefore it would be very hard to have a provision like that. I may submit that our Prime Minister has been given those presents in his representative capacity as the Leader of India and as the Prime Minister of India. Here the reference is not to the representative capacity of a gentleman but to his individual capacity. I get some present not in my representative capacity but in my individual capacity. I should, therefore, like to say that these gifts and presents should be discouraged.

Sir, you are a lover of poetry and I want to quote a few lines from a poem by a well known English poet. The name of the poem is the 'Lost Leader.' This poem is written by Robert Browning. He says:

> "Just for a handful of silver, he left us,
>
> Just for a ribbon to stick in his coat....."

If people could leave us in bad old days because they got titles or gifts that were given to them, there is no reason why we should not discourage our citizens from becoming doubly lost leaders by accepting gifts and titles from other countries in their individual capacity.

Again it has been said that this is something which is going to promote the true psychological condition in this country. I agree with him. Why is it so? It is in this sense that the citizens of our country will not look to other countries for the recognition of their merits or their talents or for this recognition of some other extra-ordinary quality that they possess. Their eyes will be focussed on their own country and they will think that their country is the final arbiter of their virtues. Of course there is a distinction between gifts and titles. There are some gifts which have political strings attached to them; there are some titles which have some other kinds of strings. But there are some gifts and titles which show the recognition of scholarship. For that an exception has been provided by my friend in clause 5 of his Bill which says:

> "Nothing contained in the foregoing sections shall be deemed to prohibit a citizen of India from accepting a scholarship, prize, degree or honour conferred in accordance with any rules, regulations or custom prevailing in a university or other institution devoted to the advancement of knowledge and situated in a foreign State."

If an Indian citizen gets an honorary degree from any other country because of his eminence in anything I think there is no harm, but anything that has any extra academic merits attached to it should be discouraged. My friend wants me to go into the merits and demerits of some particular prizes but I do not want to enter into that controversy. I would say that any kind of prize or gift which has an extra academic string attached to it should not be accepted by a citizen of India. I would, therefore, say that this Bill, which raises a very important question, which does away with all temptations to extra territorial loyality of our citizens which is framed within the framework of a non-competitive and non-capitalistic society and which gives us a foretaste of that

[Shri D. C. Sharma]

classless society which we are building up, should be accepted by the House.

However, I would say that the punishment that is proposed in this Bill is too harsh. It is said in clause 3 that a person will be punishable with imprisonment which may extend to one year, or with fine, or with both. In clause 4 it is said that the punishment will extend to two years, or with fine, or with both. I most respectfully submit that the punishment is very very harsh. It is out of all proportion to the intention of this Bill. I would, therefore, say that the drastic punishment which has been provided in this Bill should be curtailed. I think that if an Indian national is guilty of anything of this kind we should not punish him with imprisonment but we should impose upon him only some kind of fine and, I think, that fine also should be a token fine. But I do not want to be a stickler about this matter. All that I want to urge is that the principle underlying this Bill should be accepted and the punishment, which is proposed, should be reduced very much.

I think, Sir, that this Bill is in keeping with the spirit of our Constitution and also in keeping with the spirit of the kind of State we are building up. With these words I commend this Bill to the House.

Shri Punnoose (Alleppey): After listening to the two speeches made in favour of the Bill the best that I should say is that this subject could be dealt with a certain amount of indifference and that it does not require so much of opposition. I say so because there is no quarrel with regard to the principle underlying principle underlying the Bill. I think nobody in this House will quarrel with Shri C. R. Narasimhan on principle but I doubt seriously whether there is an urgency or necessity for this Bill in the present situation. That is why I said that it may be kept there without being vehemently opposed.

Sir, you will appreciate how foreign titles came to be opposed by the people in this country. During the British regime, as our friend Shri A. M. Thomas stated, these titles and other gifts were widely used to keep up the oppresive rule. Naturally our people revolted against them. They looked upon the holders of such titles with a certain amount of contempt and in our Constitution it finds a place; also, rightly. As the mover of this Bill said, even now there are people who display the old titles in advertisements. Of course, my respect for individual persons does not allow me to mention names. There are knights who think that they are knights even now. There are people who even now use Rai Bahadur, Diwan Bahadur, etc. etc. When I see these titles being used I feel a sort of revolt; but let them remain as relics of the past.

Shri C. R. Narasimhan seems to have forgotten one thing that a foreign State according to the Constitution does not include a State in the Commonwealth. Even now the holders of titles from those States can display them. Then again, the Constitution has said that the Rajas and Maharajas can keep their titles—His Highness, His Exalted Highness and so on. Certainly, they ought to have been taken away and they ought to have been prohibited from being displayed; but, they are still displayed. In this connection the present Bill can do very little good, but, on the other hand it can do a lot of harm.

This Bill intends to extend the scope not only to titles but to gifts and other things. With regard to the State, according to the Bill, it includes any institution or organisation in a foreign State. It is well-known that certain organisations abroad send powder milk as gifts. I am against it in the sense that our local dairy industry is being affected, but I do not want that the recipient of such powder milk should be sent to jail. That will be ridiculous. There are certain organisations which send gifts which one may not like; but, it

cannot by any stretch of imagination be included in the category of offences which the author of the Bill intends.

Then the inclusion of 'any organisation in a freign State'—not even the Government of a foreign country—will take us to an extent which I am sure will not be in the interests of our country. The hon. Member was saying that the slavish mentality is still persisting and hanging over. This sort of extreme doubt and suspicion is also one of the features of that mentality. There is no question of our people having extra-territorial loyalties. Public opinion and public life in this country are sufficiently healthy to bring to book such men. Whenever we find some people, some individuals, tending that way, the public condemns them, and if the penalty clause was not prescribed by the Constitution, it was not an accident, I hope. It was not an urgent necessity before the framers of the Constitution, nor do I believe that there is any such necessity at the moment.

My friend Shri A. M. Thomas pointed out the existence of titles by ecclesiastical heads and ecclesiastical organisations. It is not a small matter. There is a small section of people in this country and according to them the Pope is the spiritual head. He is not only the spiritual head out but he is the chief of the Vatican State and he is conferring titles such as 'His Grace', 'His Eminence' etc.

Shri A. M. Thomas: Chevalier.

Shri Punnoose: Personally I do not like people parading these titles. I do not know whether the recipients of these titles themselves know what these titles are. But such titles are given. They do not normally imply any extra-territorial loyalties. I think our public life is strong enough to deal with people, whosoever they may be, who tend this way. My hon. friend Shri D. C. Sharma was quoting Constitution after Constitution saying that the titles are being banned the world over. The foreign titles and honours and recognition of achievements have been in vogue in all the civilised countries of the world, and there is no need that we should, when so many pressing problems are before us and when those problems are to be tackled, be spending our time and energy on this question which is not of very great importance.

Shri Kamath (Hoshangabad): What about the Stalin Peace prize?

Shri Punnoose: It is a gift in the sense that it is given by a committee of well-known international leaders and it is given to those who, according to that committee, are the foremost in the work for peace.

Shri Kamath: Even that may be banned.

Shri Punnoose: That may be banned, but that is not the most important point. When the representatives of a movement representing 650 million people gather together and award a prize, it does not matter whether I or you or some of us do not recognise it. But what matters is that our nation will lose much of its respect among the other people if we take a narrow view of these things. I am sure it is far from the mind of the sponsor of this Bill to ban such prizes. I feel there is no necessity for this Bill to be passed.

Kumari Annie Mascarene (Trivandrum): I strongly oppose this Bill. I am extremely sorry that this House had allowed such a Bill to be discussed because to me it appears as an insinuation against the international amity and friendship which we are maintaining today. It is a Bill which shows clearly a record of ingratitude for all the gifts we have accepted from abroad for our progress, for our development and our well-being.

Shri Kamath: Delete gifts, retain titles.

Kumari Annie Mascarene: A title is a gift and a gift is a title according to convenience.

Shri M. P. Mishra: Writing fetches something in cash.

Kumari Annie Mascarene: We have accepted cash also. The hon. Member has not studied the foreign aids we have accepted both by way of gift and by way of cash. Therefore, I feel that article 18 (2) of the Constitution is an anomaly and should be thrown overboard.

Shri Kamath: Amend the Constitution.

Kumari Annie Mascarene: We have to amend the Constitution. The day has come when time and space have shrunk and a nation as an individual nation cannot exist any more without being connected, rightly or wrongly, with the fortunes of other countries.

Shri M. P. Mishra: And one Government is formed.

Kumari Annie Mascarene: Therefore, this Bill shows nothing but a short-sightedness or a want of foresight of international affairs. As a young republic, if we only look into the details of the Five Year Plan that was and that is to be, if we only look at the constructive fields we have accepted and the technical co-operation, etc., etc., why should this Bill stand in the way and create a bitter drop in the cup of friendship?

Then, with regard to the titles, why should you not accept a title from abroad, from foreign countries, if foreign countries feel that an Indian at least has got the merits.

Mr. Chairman: That is already banned.

Kumari Annie Mascarene: That ban should be thrown overboard, I say. Very recently I heard that our Ambassador in England had received the title of Doctor of Laws. It was published in the newspapers. I do not know whether it is correct. Such things show that there is appreciation of merit. Why should we not accept an appreciation of merit? It is not anything that will kill you. It is only an appreciation and as such, though titles are discouraged, they should not be banned. It is wrong for a Government, whatever it be, to ban titles from abroad; when we are growing to our proper stature and when we are able to appreciate people from abroad we will bestow our appreciation by way of titles and when we are enriched we accept the gifts bestowed by others.

Mr. Chairman: Whether you make it punishable or not is another matter. The Constitution itself has banned any title from any foreign State.

Kumari Annie Mascarene: May be.

That is my protest against such a policy.

Mr. Chairman: You cannot protest against the Constitution.

Kumari Annie Mascarene: The Constitution is not an iron rod. It must be amended.

Mr. Chairman: That is by way of a separate Bill. That cannot be done by a speech on the Bill under consideration.

Kumari Annie Mascarene: Nothing should be done either by way of legislation or by way of an executive act to deter the friendship that is already existing. On the other hand we should make every effort to promote friendship at large.

My friend Shri Punnoose was referring to gifts of milk and to titles from His Holiness the Pope. Regarding gifts of milk and such other articles of food sent from abroad, the dignity of the nation demands that we should, as far as possible, stand on our own legs. But in a time of stringency, for example, during the war, during a famine, during the infancy of a nation, we do accept; not only this country but any country will accept a gift from abroad if those countries are so generous and if they are not going to exploit on those gifts.

With regard to titles from His Holiness the Pope, I wish to express my opinion on the subject. A catholic anywhere in the world is a spiritual subject of the Pope irrespective of the

nationality to which she or he belongs, and any title coming from that source is like a title coming from the father of the family to the child. Nothing more, nothing less: and that has got nothing to do with politics. It is only a spiritual title conferred by the Pope as spiritual appreciation. With these words I wish to say that this Bill ought not to be given this opportunity for discussion, especially clause 4. Then, the sponsor of the Bill says in clause 5 that these gifts, etc. are exempted. What relevancy is there between clause 5 and the other clauses? You are willing to exempt scholarships, etc. You are willing to go and study and get degrees in those places. That should be exempted. What is the meaning of this clause? Suppose any country wants to confer on our President any title, he may not accept it. Suppose any country wants to confer any title on a scientist like Shri C. V. Raman,—he is not an Indian, he is a universal being who has seen into the secrets of nature—why should he not accept it? This Bill is rather shortsighted, narrow minded and unfriendly. It should not be allowed even to be discussed.

Shri Tek Chand: (Ambala-Simla): I find myself in accord with the sentiments that have motivated the author of this Bill. But, I find myself in total disagreement so far as the letter of the law or the *verba legis* of this Bill is concerned.

There seems to be lately a deplorable tendency on the part of the law makers, whether they happen to be the authors of private Bills or Government Bills, who think that the panacea for all evils is a penal law. For every little thing which may have nothing to do with evil intention or corrupt motives, we think of imposing imprisonment or a fine. Mentally, we are becoming fond of penal laws, We think that every social evil, every social deviation from what is considered to be the correct course of conduct should merit punitive action and punitive measures. We have just stopped discussing the Indian Companies law with 169 penal clauses. Let us examine this Bill with its emphasis on penalties. It seems that if this progress goes on at this pace, every other citizen will run the risk of being branded a criminal, whether it happens to be a company law matter or it happens to be a case of adulteration of food or it happens to be the Motor Vehicles Act, and what not, regardless of the fact that there is no evil intention behind that artificial crime and penal act.

I find that there is a reference in our Constitution under article 18 clause 2 that no citizen of India shall accept any title from any foreign State. To my mind this is a very proper expression of what is the sentiment of all nations as it is clearly delineated in the Constitution. You will find similar references in the Constitutions of other countries and I am in a position to cite from the Constitutions of the U. S. A., Ireland and Japan, which have similar objectives. They deprecate the acceptance of titles from foreign States. Of course, the language in some Constitutions is mild and broad-based and in some others, the language is narrow. Be that as it may, I have no quarrel with that. But, not a single instance has so far been cited on the floor of the House, of a similar law which makes it a crime, either in America or in Ireland or Japan or in any other country, punishable with imprisonment or fine or with any other social disability or stigma. Here we have a punitive measure which not only goes far beyond the scope of our Constitution, but which almost does violence to the English language.

According to clause 2, a 'foreign State' includes any institution or organisation in a foreign State. If you turn to article 367 clause 3, of the Constitution, a foreign State means any state other than India. The definition of a foreign State as visualised in the Constitution comes into conflict with this highly artificial and incorrect definition in this Bill. If the expression 'foreign State' were to be

[Shri Tek Chand]

elevated so much so as to include, even any institution or organisation, let us analyse its full implications. If this Bill were to be the law of the land, let us see who are the persons who are going to be punished. One of the Scandinavian countries has instituted a Nobel Prize. It awards Nobel Prize not only for scientific research, not only for knowledge, but also for peace. If you juxtapose clause 5 which provides the exceptions, it merely says that certain gifts and honours are saved, which are in the nature of scholarships, prizes, degrees or honours conferred in accordance with any rules or regulations or custom prevailing in a University or other institution devoted to the advancement of knowledge and situated in a foreign State. If a person gets a Nobel Prize for literature he commits no offence according to this measure. But, if a person gets a Nobel Prize in sports, in some aeronautic display, as a result of some act of great courage and bravery, as a result of saving some life, he deserves according to this remarkable measure to go behind the bars for a period of 2 years, because receiving a prize for an act of courage or an act of bravery or for display in sports would become penal in India because a foreign State or any institution or organisation there honours him. The saving clause is confined to only a University or an institution which recognises merit so far as the imparting of knowledge is concerned. Let me say, a countryman of mine goes abroad, and displays some act of great bravery: may be rescues children when the house is on fire, may be rescues somebody from drowning when there is a ship wreck. He comes back home after accepting some little token as a gift. According to the learned author of this Bill, the jails are waiting for him here and will house him for 2 years because he endeavoured to save a life and got one anna worth of gift or recognition of merit. This is the type of legislative measure we are called upon to debate and after serious thought give our blessings.

I am afraid I must withhold my blessing to a measure so clumsily worded, so inept, so improper, though dominated by the purest of motives, by very good intentions.

Mr. Chairman: I wish that without casting any reflection on any Member in this House he would discuss the provisions of the Bill.

Shri Tek Chand: I am not casting aspersions. I am extolling him, I am elevating the motives underlying the Bill, but what I am criticising is that the language in which these motives are clothed happens to be inept and if it is analysed properly it will lead to consequences and results which even the author of the Bill on a closer scrutiny and closer examination is likely to regret. I am not finding fault with the author. The author is influenced by the noblest impulse, by the best considerations in consonance with the national dignity and national prestige. While emphasising that it is admirable, all that I say is that you must not permit yourself to be swept off your feet ignoring the real thing and leading to consequences which may turn out to be either laughable or impracticable.

Supposing somebody,—let us say, along with some world organisation, scales the Mount Everest again. He goes abroad and they confer some honour. According to this Bill the reward that he is going to get from this country will be two years in jail and some fine. This is how the Bill has been worded.

The Bill talks of acceptance of gifts or presents, but the distinction between a gift and a present is not clear to me, and it is not made clear in the Bill either. In the definition clause no doubt you have defined "foreign State" as meaning an 'institution or organisation, but so far as the other thing is concerned, it has not been defined anywhere. Therefore, my contention

is that it is very proper that our Constitution should look with disfavour upon conferring of titles, but when it comes to other matters and you extend the scope of the definition of foreign state itself, the Bill, with the best of motives will become unworkable and we may be exposed to an improper criticism. I wish that this Bill were not pursued any further.

Shri M. S. Gurupadaswamy (Mysore)—*rose*.

Mr. Chairman: I think he will be brief.

Shri M. S. Gurupadaswamy: Only six or seven minutes I will take.

The Bill that has been brought by my hon. friend Shri C. R. Narasimhan seems to me unnecessary because the purpose for which he has brought it is met completely by the Constitution. Shri Narasimhan wants to provide for punishment and to impose penalty on people who go contrary to the provision in the Constitution, that is, those who contravene article 18 of the Constitution. Article 18 does not provide for penalty. It only states that no title, not being a military or academic distinction, shall be conferred by the State. It goes on to say that no citizen of India shall accept any title from any foreign State or in certain cases without the consent of the President. The natural consequence of this article would be that if there is an acceptance of a foreign title, then the person concerned will be automatically divested of that title, and there is no punishment. There is no question of sending that man to jail or imposing a fine.

Nowadays we have been imitating some of the bad practices and methods of Western countries. We have been conferring titles on our own citizens though in spirit they are contrary to the provision in the Constitution. Every year the President of India confers titles on men of distinction. But they are contrary to the spirit of article 18. Anyway, this Bill refers to titles conferred by foreign States. Nowadays, if we want to condemn a man who has achieved some prominence or distinction, then the only thing you have to do is to confer a title and hang him. It is very easy to eliminate him from public life. The last act of distinction for him would be having a title by the State. Confer a title and for all practical purposes he will be eliminated from political life. I feel that if we are very much interested in conferring titles, if we are very much interested in honouring people who have served the nation with distinction, then we could have categorically said that there is no harm in conferring titles. But unfortunately or fortunately, the Constitution does not favour the idea of conferring titles on anybody. When that is so, I think it is wrong on the part of any Indian citizen to accept a title conferred by a foreign State. In the British regime it was a fashion for people to get titles. Today we are in a different set-up. The atmosphere has changed, the conditions have changed. We must discredit not only the conferring of titles, but also the taking of titles whether this is done inside India or outside India. But it is unnecessary to provide for imposition of fine or any other punishment for this purpose because there is already an article in the Constitution and if there is any person who takes a title conferred by a foreign State, then I think he will be automatically divested of it.

Some Members said that it may be necessary in practical life to have titles, to have gifts or presents. I was just now talking to Shri More and I asked him whether he would be very anxious to have a title for his interesting interruptions in Parliament. He is a very great interrupter and he makes sometimes very devastating interruptions, and for that he may be conferred a title and asked to keep quiet hereafter. And he told me that he is very much interested to have one.

Shri S. S. More (Sholapur): He is not reporting me correctly.

Shri C. R. Narasimhan: Title for bad reporting may be given to him

Pandit Thakur Das Bhargava (Gurgaon): Anyway he has interrupted rightly.

Shri M. S. Gurupadaswamy: That is why I said, title for interesting interruptions.

5 P.M.

The purpose of the Bill is fulfilled by article 18 of the Constitution itself. So, this Bill may be withdrawn. Moreover, there are flaws in the wording of the Bill. For instance, I may point out that the interpretation clause, namely clause 2 defines a foreign State as follows:

> "....a 'foreign State' includes any institution or organisation in a foreign State."

Suppose there is an international organisation which confers the title of poet laureate on one of our poets, or since poet laureate would be considered to be an academic distinction some other title like that, then this interpretation clause does not cover that. That is why I say there are very many flaws in the drafting of the Bill.

Shri S. S. More: You have already persuaded him to withdraw the Bill.

Shri M. S. Gurupadaswamy: I say therefore that this Bill is not necessary. I hope it will not be pressed, and that the hon. Member would withdraw this Bill.

The Deputy Minister of Home Affairs (Shri Datar): Though in the opinion of Government and also of a very large number of Members of this House the Bill is unnecessary, still we have had a very good and stimulating discussion on the whole question. The matter was considered from numerous points of view, including the question whether we should discourage extra-territorial loyalties by penal laws.

In all these cases, as Shri Tek Chand has very rightly pointed out, we have to consider whether the violation of any particular directive given in the Constitution has become so general or is prevailing to such a great degree that it ought to be prevented by some penal measure or by punishment. That is a very important test or criterion so far as this question is concerned.

Therefore, the very short question that arises in this case is whether the violation of article 18 of the Constitution has become so great as to necessitate the passing of a penal measure. In all such cases, we ought to be careful, and generally, except where the matter becomes one of great concern in the interests of the public, we should leave all such question to the good sense of our people.

[SHRIMATI SUSHAMA SEN *in the Chair*]

So, in such cases, as I stated, the question arises as to whether the evil has become so great as to necessitate the passing of a measure of this nature.

So far as the Constitution is concerned, you will find that the Constitution deals with evils—great as small. In the chapter on Fundamental Rights, there are certain prohibitions laid down. For instance, there is article 17 where we have a prohibition regarding the exercise of untouchability. In the next article, *i.e.* article 18 we have a prohibition in regard to the giving of titles by Government or the receiving of titles from a foreign government by a citizen of India. These two prohibitions are in articles which are so close to each other.

So far as untouchability is concerned, the Constitution-makers believed that it was such a great evil that the exercise of that particular right ought to be visited with punishment. That is why you will find that the wording used here is:

> "The enforcement of any disability arising out of 'Untouchability' shall be an offence punishable in accordance with law."

So, you will find that so far as untouchability is concerned, so far as

one of the prohibitions laid down in this chapter is concerned, the framers of the Constitution were of the view that there ought to be not merely a prohibition or ban but also a provision for punishment for doing anything inconsistent with that ban.

Immediately after that article, we have got article 18 which lays down a ban against Government conferring a title, and also against an Indian citizen accepting a title from a foreign government. But so far as this article is concerned, the Constitution-makers did not contemplate at that stage at least that a violation should be made penal. So, it is clear from this that rightly a discrimination was made between evils and evils, and in certain cases the framers of the Constitution believed that the question should be left to the good sense of the public, and therefore the Constitution merely laid down this prohibition in respect of Government as also in respect of the people.

The question that arises here is this. Has there been a very large number of the receipt of such titles during the last five years, ever since the Constitution came into force?

Dr. Rama Rao (Kakinada): On a point of order. May I point out that there is no quorum in the House?

Mr. Chairman: The bell is being rung.

Shri M. S. Gurupadaswamy: There must be a title for those who raise points of order regarding quorum. There must also be a title for those who are consistently absent from the House.

Mr. Chairman: Now, there is quorum. The hon. Minister may continue.

Shri Datar: I was pointing out to this House that the question to be considered here is whether there have been numerous instances of the receipt of various gifts, honours or decorations from foreign governments by Indian citizens.

Now, we have developed a convention in consultation with other governments that whenever certain Indians are going to receive any decorations or other things, then there must be consultation between the two governments concerned. So, references are made, and only after we consent, these decorations or titles or presents are given to these people. Fortunately for us, the time has not arrived when the instances of the violation of article 18(2) have grown to such an extent as to necessitate a parliamentary law in this respect.

There is one other point in this connection. If any law is passed, then there would be a number of difficulties, and the question would arise whether there would be sufficient sanctions behind any action that the Government of India can take. Consider the case of a number of Indians who are residing in other countries, such as the British colonies or others, for instance. A number of Indians have been living there for years together. They have been carrying on very good or meritorious work as residents of these colonies and other places. And supposing the State Governments there give them some decorations or gifts or prizes in recognition of the good work that they have done or the meritorious work that they have done, then would it not be better for us not to make the law so penal as to prohibit them from receiving such gifts or other things? There would also often be cases where a difficulty would arise as to whether a particular Indian who was a citizen of India has or has not become a citizen of that particular country. Suppose under these circumstances a man receives a title, a gift, a decoration even a title.

Then he is continuing there. Technically, perhaps he might be a citizen of India. But is there any sanction so far as we are concerned under which we can take any action against this person because he violated this law? Therefore, we ought to be very careful in such matters. It is true, as it has been pointed out, that extraterritorial loyalty should be discouraged. But we should have only a measure that would deal with such a question and not with

[Shri Datar]

other questions which are more or less of a legitimate nature. Therefore, when a large number of Indians are living abroad—about five million, if I mistake not—and if in a legitimate manner, they receive gifts or awards or decorations, there ought to be no difficulty, there ought to be no ban by us except the general ban which we have introduced into the Indian Constitution. Therefore, my submission to this House is that conditions are not at present of such a nature as to make it compulsory for Parliament to make a law in this respect.

So far as Government policy in this respect is concerned, it is quite clear. So far as titles are concerned, they are completely banned. You will find that in the Constitution, a distinction has been made between clauses (2) and (3) of article 18. Clause (2) says:

> "No citizen of India shall accept any title from any foreign State."

Here there is no question of receiving any permission or consent from the Government of India. But clause (3) says:

> "No person who is not a citizen of India shall, while he holds any office of profit or trust under the State, accept without the consent of the President any title from any foreign State."

Then there is clause (4) also:

> "No person holding any office of profit or trust under the State shall, without the consent of the President, accept any present, emolument or office of any kind from or under any foreign State."

Now, this might be either an Indian citizen or any other person. In such cases, it is stated that he cannot accept without the consent of the President any emolument, present or office of any kind from or under any foreign State. Therefore, so far as these two clauses are concerned, in respect of titles, there has been an absolute prohibition and the receipt of titles cannot be made recognisable even by the consent of the President. But so far as others are concerned, so far as other officers are concerned, they can receive it only with the consent of the President and not otherwise. Therefore, taking the first point first, namely, titles, it is very clear that titles have been banned by the Constitution and no Indian should accept it. Assuming he accepts it—such cases are very rare; you will find that within the last five years very few cases of this nature have come to our notice....

Shri M. S. Gurupadaswamy: What is the number?

Shri Datar: Very few cases. Indians residing outside in foreign countries might have accepted here and there, and we have no statistics about these persons. But so far as Indians residing in India and receiving such foreign titles are concerned, their number is almost nil—I speak only subject to correction. That would show that there are absolutely no Indians who have received titles. Assuming for the sake of argument, a man receives a title, what we can do is just to express our disapproval by not recognising the title at all. So far as that title is concerned, we shall not recognise it. Government will refuse to recognise such a title and I am quite confident that the people also will follow suit. Therefore, so far as this question is concerned, as titles are banned by the Constitution, no Indian should accept any title from any foreign country. There need be no penalty attached to such acceptance. If a private person gets such a title, Government do not recognise it, and Government disapprove of it.

So far as decorations, honours and awards are concerned, there is no constitutional bar to the acceptance of those decorations, honours and awards which do not amount to tiltes. Government would not normally grant permission to such awards except in rare cases. Then some other cases have been referred to. What we have done

is that we have also pointed out the difficulty. If such a law is passed, it would be difficult for Indians living in the Commonwealth and other countries to receive titles even in respect of legitimate or meritorious acts that they have done. Therefore, I would submit that so far as this Bill is concerned, no necessity has arisen at all.

Secondly, as pointed out by some hon. Members, there are a number of points on which this Bill is very wide of the mark, and the wideness itself leads to certain very grave objections. As pointed out, foreign State would include any institution or organisation in a foreign State—that would include even private organisations. There might be very good, unobjectionable institutions which are carrying on very eminent work and they might find that in a proper case, an Indian should be encouraged by giving some prize or award. In such a case, we will find that this definition is wider than even what the Constitution itself has provided.

Lastly, as it has been very rightly pointed out, so far as clause 5 is concerned, all that has been excepted from the penal measure is the honour conferred in accordance with certain rules in a University or other institutions, and these other institutions are analogous only to the Universities devoted to the advancement of knowledge and situate in a foreign State. Therefore, take, for instance, the Nobel Prize, which might be given to an Indian for trying his best for the establishment of conditions congenial to peace in the world. Now, if the efforts of that Indian in that direction are considered so meritorious that he ought to be encouraged on the work he has done by the conferment of that award, it would be absolutely difficult for him to receive the award because such receipt would itself be penal. Therefore, you will find that so far as the provisions of this Bill are concerned, they are entirely wide of the mark. On the other hand, no necessity has arisen for such a Bill. Secondly, if such a Bill is passed, as it has been rightly pointed out by a number of Members, it will increase the difficulties and needlessly we shall be placing on the statute-book a penal measure, which at least so far as the present times are concerned.

Shri S. C. Samanta (Tamluk): May I ask a question? When article 18 was being framed by the Constituent Assembly, Dr. Ambedkar talked about the penalty. The hon. Minister is avoiding penalty. One of the penalties may be that he may lose his right of citizenship. That is what he said about acceptance of titles. Therefore, there is really no difficulty in understanding this provision, as it is a condition attached to citizenship. It may be that the Bill, in the form in which my friend has brought it forward, may not be acceptable to Government, but Government should come forward with a Bill so that what the framers of the Constitution intended in respect of penalty may be provided by a law enacted by Parliament.

Shri Datar: The answer is very brief. As I pointed out to this House, there were provisions and a distinction was made between some of them so far as the Constitution was concerned. It has been very clearly stated in article 17, as also in article 35 (2) which says 'for prescribing punishment for those acts which are declared to be offences under this Part.' Therefore, what I am pointing out is that just as the enforcement of disability was considered or laid down as an offence under the article, violation of article 18 was not considered as an offence under this article.

Therefore unless we pass a special law and make it penal, it will not be penal. I would, therefore, point out that in spite of what the author of the Constitution stated—after all it must have been more or less his personal opinion—the Constitution did not at the time contemplate the making of any violation of article 18 an offence.

So far as the second question is concerned, whether the Government would bring forward a Bill, at this

[Shri Datar]

stage, the Government's opinion is that there is no need for any such Bill, because there have been very few violations.

Shri C. R. Narasimhan: I thank the House and particularly the Home Minister for the sympathetic way in which he examined my Bill. Some hon. Members have spoken in support and quite a few in opposition. My one desire was that extra-territorial loyalty shoud not be allowed to grow or flourish. I am very happy that at least in that aspect of the matter my motive was not suspect here.

As for the legality or otherwise of the matter, I think,—whether Dr. Ambedkar gave his personal opinion or not—it is clear from the Constitution itself that while citizens have rights under the fundamental rights, they have also obligations. I thought that one of the obligations should be to stick to this important provision of the Constitution and I thought that a lacuna should be removed. That was why I thought of taking the time of the House in this manner.

As far as the defects in the Bill are concerned, this is only a minor one. Naturally, when a Bill is taken up for consideration in the House it is expected to be improved by the combined wisdom of the House. If there are difficulties in the matter there are rules to be framed which can obviate these. After all, some of the imaginary instances quoted will not arise because the main theme of the Bill is that whatever is done should be done with the previous permission of the President. Much was made as to how even the Prime Minister could not get an award. When we get a measure before the House we should not start with the idea of how it would affect such and such a dignitary as the President or the Prime Minister. It is not the proper approach. If we do so, then we cannot discuss it in an unprejudiced way. In any case nothing serious could happen under my Bill because it is provided everywhere that previous permission of the President should be sought. Therefore, all these difficulties cannot arise.

As for the penalties, my learned friend said two years imprisonment and so on and so forth. Two years is the maximum. It does not mean that in every case the punishment will be two years imprisonment. I am sorry that this kind of talk is not fair particularly from people who can discuss legal problems.

My purpose is served by focussing general attention on the undesirability of looking to the appreciation of foreigners for doing good things. Virtue should be its own reward and therefore the grant of a reward or recognition from abroad or any one is not at all called for. That was the basic motive with which the Constitution was framed and prizes and honours were banned. One or two hon. Members protested against the wisdom of the provisions of the Constitution itself. I do not think it will be proper for me to enter into a discussion on this question. The constitution-making body consisted of great people and spent a number of years and they thought it fit to have this provision. I do not think there is any relevancy in attacking it here. We are not discussing the Constitution but we are only thinking of strengthening it. All this is academical.

Shri M. S. Gurupadaswamy: May I ask one question? Will you approve of the conferring of titles on Indians in India?

Shri C. R. Narasimhan: I will come to that. Titles are recognitions. Take the case of a married lady. A smile from the husband is one thing and a smile from an outsider is a different thing. It is very unnecessary here on the present occasion to discuss Indian titles.

An Hon. Member: You get a smile from the husband.

Shri C. R. Narasimhan: It is the general desire of the House that extra-territorial loyalty should not be encouraged. I accept the judgment of the Government and the hon. Deputy Home Minister as to the necessity or otherwise of the Bill. Therefore, I wish to withdraw the Bill and I hope the House will kindly permit me to withdraw it.

Mr. Chairman: Has the hon. Member the permission of the House to withdraw the Bill?

Hon. Members: Yes.

The Bill was by leave, withdrawn

PREVENTION OF JUVENILE VAGRANCY AND BEGGING BILL

Mr. Chairman: The next Bill for consideration is the Prevention of Juvenile Vagrancy and Begging Bill. Shri M. L. Dwivedi.

Shri T. B. Vittal Rao (Khammam): After three long years he got the chance.

श्री एम० एल० द्विवेदी (जिला हमीरपुर) : I beg to move:

> "That the Bill to make provision for the prevention of Juvenile vagrancy and begging, be taken into consideration."

यह एक छोटा सा विधेयक हैं जो कि बच्चों के बारे में हैं । यह आप भली भांति जानती हैं कि हमारे देश में बच्चों की स्थिति बहुत ही शोचनीय हैं । हम जब कभी दूसरे देशों में जाते हैं जो देखते हैं कि वहां बच्चों के सम्बन्ध में बहुत से कानून बन चुके हैं और बच्चों की शिक्षा और पालन पोषण की अच्छी व्यवस्था की जाती हैं । लेकिन हमारे देश में इस तरफ कोई ध्यान नहीं दिया गया हैं। हम देखते हैं कि हमारे देश में तरक्की के और बड़े बड़े काम हो रहे हैं, जैसे आबपाशी के लिए बड़े बड़े बांध बन रहे हैं, देश में सड़कों का निर्माण हो रहा हैं, खेती की उपज बढ़ाई जा रही हैं । लेकिन जो मानवी शक्ति के श्रोत का सबसे बड़ा आधार हैं, जिससे कि हमारा जीवन लहलहा उठता हैं, जिससे देश को नेतृत्व मिलता हैं, उन बच्चों की तरक्की के लिए, उनमें जो बुराइयां फैली हुई हैं उनके निवारण के लिए हम बिल्कुल सुस्त हैं, बहुत ढीले हैं ।

अभी १९५४ में यू० एन० ओ० की जो रिपोर्ट आयी हैं उसमें लिखा हैं :

> "India has been rather slow in initiating social welfare measures with regard to juvenile delinquents, neglected, dependent, destitute or victimised children."

यह नहीं हैं कि ऐसा केवल अन्तर्राष्ट्रीय संस्था ही ने कहा हो । मेरे पास एक पुस्तक और हैं जिसका नाम हैं "रिपोर्ट आन डिलिनक्वेंट चिल्ड्न एंड जुविनाइल आफेंडर्स इन इंडिया"। यह पुस्तक भारत सरकार के शिक्षा मंत्रालय ने प्रकाशित की हैं । इसमें कहा गया हैं :

> "A civilized society should be anxious not only to provide reasonable conditions of life and social and cultural facilities for normal children and adults but also give particular attention to those who suffer from any special disabilities. In the past delinquent children and juvenile offenders have often been regarded as if they were hardened criminals, entirely responsible themselves for their anti-social acts and behaviour. However, advances in the field of psychology and a deeper insight into human behaviour have revealed that children often go wrong not because of innate defects in them but because the social and economic conditions under which they are brought up are unsatisfactory and calculated to warp their normal development. In educationally progressive countries, more humane treatment is being meted out to such children, because adults realize that they are themselves largely responsible for the unfortunate twist that is given to their minds."

[श्री एम० एल० द्विवेदी]

मेरे कहने का आशय यह है कि भारत सरकार का शिक्षा मंत्रालय भी इस बात को स्वीकार करता है और अन्तर्राष्ट्रीय संस्था का भी यही कहना है कि हम देश में जहां जाते हैं वहां पर और अगर हम रेलों पर जायं तो छोटे छोटे बच्चे हमको भीख मांगते हुए मिलेंगे और ऐसे ऐसे कार्यों में व्यस्त पाये जाते हैं जिन को कि हम घृणित कहते हैं और जिन्हें कोई भी सभ्य समाज अपने छोटे बच्चों से कराया जाना पसन्द नहीं करता, वह काम हमारे छोटे छोटे बच्चे करते हैं।

करीब दो साल हुए मैं ने इस सदन में एक विधेयक उपस्थित किया था जिस का कि नाम आर्फनेजेज बिल था और जो कि अनाथ बच्चों के सम्बन्ध में था। आज उसको दो साल से ज्यादा होने को आये, अनाथ बच्चों के लिए अभी तक देश में कोई प्रगति नहीं की गई है जब कि भारत सरकार के शिक्षा मंत्री महोदय ने यह आश्वासन दिया था कि बहुत शीघ्र ही इस बिल के जो तमाम प्राविजन हैं, उनको चिल्ड्रन बिल में शामिल करके देश में चालू कर देंगे और सारे राज्य उसका अनुकरण करेंगे और उससे देश में अनाथों की व्यवस्था ठीक हो जायेगी लेकिन हम देख रहे हैं कि बजाय हालत सुधरने के उलटे और खराब ही हुई है और उनकी हालत आज और अधिक बिगर ही गई है। राज्य सरकारों की ओर से उनको कोई खास सहायता नहीं मिलती है और जो संस्थायें इस काम को चला रही हैं, वह उनको व्यवसाय के ढंग पर चला रही हैं और वह बच्चों के जीवन से खेलती हैं। आपको पता है कि दिल्ली में पिछले साल लगभग २०० छोटे छोटे बच्चों की जिन की कि उम्र ६ साल से १४ साल तक थी, वे बाथल हाउसेज में वेश्यालयों में बुरी तरह से पकड़े गये और उस के अन्दर जो लोग उनसे बुरा काम कराते थे, उनसे पुलिस मिली हुई थी। बड़ी मुश्किल से और कुछ लोगों की सतर्कता से उन को पकड़ा गया और वहां से निकाल कर उनको एक विशेष स्थान पर रक्खा गया ताकि उनका सुधार हो सके।

इसके अलावा मैं आपको बतलाऊं कि सोशल वेलफेयर बोर्ड की एक कमेटी जो हैदराबाद गई हुई थी, उसने यह रिपोर्ट पेश की है और जो कि अखबारों में निकली है कि कई हजार बच्चे वहां दासता का जीवन व्यतीत कर रहे हैं। हमारे देश में बच्चों की ऐसी बुरी हालत है कि भारतीय संविधान की ४५वीं धारा में यह स्पष्ट लिखा गया है कि दस वर्ष के बाद हर एक चौदह वर्ष के बच्चे को अनिवार्य शिक्षा दी जायेगी। इस तरह आप देखेंगे कि हमारे विधान ने भी माना है कि दस वर्ष की अवधि के बाद चौदह वर्ष के बच्चों के लिए अनिवार्य शिक्षा की व्यवस्था की जायेगी लेकिन आप देखेंगे कि देश में छोटे बच्चों से वह काम लिये जा रहे हैं कि जो उनकी अवस्था के उपयुक्त नहीं हैं और इसके परिणाम-स्वरूप वे बच्चे बहुत बुरे बुरे फंदों में फंस जाते हैं। उनके वालदैन की, उनके माता पिताओं की आर्थिक स्थिति इतनी खराब होती है कि उनके लालन पालन और शिक्षा आदि की व्यवस्था वह नहीं कर पाते और उनसे ऐसे काम लेते हैं जिनसे वह बचपन में ही कुछ कमा कर लायें और आप जानते हैं कि बच्चे किस तरह से बुरी तरह काम में लगाये जाते हैं।

दूसरी बात यह है कि बहुत से ऐसे बच्चे होते हैं जिन के कि मां, बाप तो मर जाते हैं और वह किसी न किसी के अधीन होते हैं, जो उनके गार्डियंस या संरक्षक होते हैं, वे बच्चों को भीख मांगने भेजते हैं और उनसे कहते हैं कि पैसा मांग कर लाओ, तो बच्चे ऐसे और इसी तरह के बुरे बुरे कामों में भेजे जाते हैं और आप समझ सकते हैं कि जब कि राज्य की ओर से कोई ठीक व्यवस्था बच्चों के लिए नहीं होती है तो वह बच्चे बड़े बड़े दुर्गुण सीख लेते हैं। उनको अच्छी शिक्षा देने के लिए तो हमारे पास समुचित व्यवस्था नहीं है, अलबत्ता बुरी शिक्षा के लिए हमारे देश में तरह तरह के साधन मौजूद हैं, मसलन् सिनेमाओं में जायं, रेलों में जायं और वहां पर भीख मांगें और इस तरह बुरे कामों को सीखें। हमारे देश की शिक्षा पद्धति में ऐसी कोई व्यवस्था अभी तक नहीं हो पाई है कि वे गरीब बच्चे निशुल्क शिक्षा पा सकें। आज आप

देश के किसी भी भाग में चले जाइये, हर जगह आप पायेंगे कि बच्चों की हालत दिन पर दिन बिगड़ती ही चली जा रही है। आज हमारे देश के नेता इस बात पर बड़ा जोर दे रहे हैं कि देश के नौजवानों को देशहित के काम में आगे आना चाहिए और उनको देश की अनेक जिम्मेदारियों को सम्हालना चाहिए। मैं समझता हूं कि उनकी यह बात बहुत अच्छी और स्वागत योग्य है लेकिन आखिर हमारे नौजवान उन छोटे छोटे नवजात शिशुओं से ही तो बनते हैं और जब तक हम उन नवजात शिशुओं का जीवन सुधारने की ओर ध्यान नहीं देते तब तक यकीन रखिये कि हमारे देश का जो भावी ढांचा है वह अच्छे और योग्य नेतृत्व में पहुंच ही नहीं सकता। अगर हम चाहते हैं कि हमारे देश में भविष्य में अच्छा नेतृत्व स्थापित हो तो हमें अपने बच्चों की शिक्षा, सुधार, उनकी आवारागर्दी और भीख मांगने की प्रवृत्तियों पर अंकुश लगाना होगा, जिन बुरे कामों में वे आज फंसे हुए हैं, उनसे हमको निकालना होगा।

शिक्षा मंत्रालय की रिपोर्ट को देखने से ज्ञात होगा कि सन् १९५० में लगभग ५० हजार लड़कों को विभिन्न अभियोगों में सजायें दी गयीं और उन पर मुकदमे चलाये गये। अब हमारे देश में केवल चार ऐसे न्यायालय हैं जहां पर कि बच्चों के मुकदमे होते हैं। बच्चों के न्यायालय हमारे देश में बम्बई, मद्रास, दिल्ली और कलकत्ता इन चार जगहों पर हैं और यह जो ५० हजार लड़कों की संख्या बतलाई गई है, वह इन चार न्यायालयों में बच्चों पर चले मुकदमों के आधार पर बतलाई गई है। अब आप अगर देश भर के तमाम बच्चों का ध्यान रख कर हिसाब लगायें तो आप स्वयं समझ सकते हैं कि ऐसे अपराधी बच्चों की तादाद कितनी अधिक होगी। दुर्भाग्य से हमारे पास उस के सम्बन्ध में आंकड़े नहीं हैं। सरकार को प्रयत्न करना चाहिए कि ऐसे तमाम बच्चों की संख्या हमें उपलब्ध हो सके ताकि हम लोग सही तौर पर जान सकें कि देश में आज बच्चों की क्या स्थिति है। लेकिन जब हम आज ४ न्यायालयों के आधार पर कहते हैं कि वहां पर ५० हजार बच्चों पर सन् ५० में मुकदमे चले थे, इस साल की फीगर्स अभी मौजूद नहीं हैं और इसलिए उनको मैं नहीं बतला सकता, लेकिन आप स्वयं अन्दाज कर सकते हैं कि जब केवल चार न्यायालयों में चलने वाले बच्चों की संख्या सन् ५० में ५० हजार पहुंच गयी थी तो आज के दिन अगर आप सारे देश का नकशा अपने सामने रक्खें तो मेरे ख्याल में यह संख्या लाख से भी ऊपर पहुंच जायेगी। आज के दिन हमारे देश में लाखों बच्चे आपको ऐसे मिलेंगे जो कि आवारागर्दी करते हैं और परिस्थितियां उनको जुर्म करने के लिए बाध्य कर देती हैं। मुझे इस बात में बड़ा शक है कि हमारे देश की स्थिति सुधर सकेगी जब तक कि हम उन अपने बच्चों की दशा सुधारने की ओर ध्यान नहीं देते हैं और याद रखिये बच्चों को उस गिरी हुई हालत से न निकालना यह हमारा बड़ा अपराध होगा और जो हमारे देश की भावी पीढ़ी होगी वह कहेगी कि यह लोग पार्लियामेंट में बैठते थे और इन्होंने देश और समाज के प्रति अपने कर्तव्य को पूरा नहीं किया, इसीलिए मैं ने सबसे पहले इन अभागे बच्चों की ओर विशेष रूप से ध्यान दिया और अनाथ बच्चों के लिए मैंने एक बिल पेश किया और यह मौजूदा बिल बच्चों की आवारागर्दी और भीख मांगने की प्रवृत्ति को रोकने की दिशा में एक कदम है।

मैं आपको बतलाऊं कि जहां हमारे उपाध्यक्ष महोदय रहते हैं, यानी चित्तौड़ में, वहां पर बाला जी का मंदिर है, वहां पर मैं गया था तो मैंने देखा कि कई हजार बच्चे वहां पर भीख मांग रहे थे और भीख मांगने के लिए वह तरह तरह के रंग रूप बनाते हैं, ऊपर से इस तरह के कपड़े पहनते हैं और शरीर रंगते हैं कि मालूम होता है कि हाथ टूटा है अथवा हाथ हैं ही नहीं, इस तरह का प्रदर्शन करते हैं कि मानो हाथ टूटा है अथवा पैर टूटा है और भीख मांगते हैं और भीख मांग चुकने पर उनका वह टूटा हुआ हाथ या पैर साबुत हो जाता है, इस तरह की जालसाजी वे बच्चे करने पर मजबूर होते हैं ताकि वे लोगों से भीख प्राप्त कर सकें। एक बालाजी के मंदिर

[श्री एम० एल० द्विवेदी]

में ही यह चीज आपको देखने को नहीं मिलेगी, आप किसी भी तीर्थ स्थान में चले जाइये आपको ऐसे सैकड़ों और हजारों बालक इस तरह भीख मांगते हुए मिलेंगे। आपको रेलगाड़ियों में इस तरह के आवारा घूमते हुए और भीख मांगते हुए बच्चे मिलेंगे और भीख मांगने के अलावा रेलगाड़ियों में जो और चोरी, डकैती के अपराध होते हैं, उनमें भी यह शामिल होते हैं। हमारे गृह मंत्रालय की बड़ी चेष्टा है कि इस देश में डकैती बंद हो जाये और जो और अपराध करने की प्रवृत्ति है वह बंद हो जाय, लेकिन मुझे कहना पड़ता है कि हम रोग का सही निदान करने के बजाय ऊपरी इलाज करते हैं, हम पेड़ के पत्ते तो काटते हैं लेकिन उसकी जड़ पर ध्यान नहीं देते। आप स्वयं समझ सकते हैं कि अगर कोई एक विष वृक्ष है, उसके पत्ते तो हम काट दें लेकिन नीचे जड़ में उसको पानी मिलता रहने दें तो वह विष वृक्ष नष्ट नहीं हो पायेगा और वह हमेशा हरा भरा बना रहेगा, ठीक यही चीज इस सम्बन्ध में हो रही है और जब तक इस अपराध रूपी वृक्ष की जड़ में पानी मिलता रहेगा तब तक वह नष्ट नहीं होगा और हरा भरा बना रहेगा, हम ऊपर के पत्ते काट रहे हैं लेकिन जो हमारे देश के छोटे छोटे बच्चे तरह तरह के अपराध करना सीख रहे हैं, उनको सुधारने की ओर सरकार द्वारा सक्रिय कदम नहीं उठाया जा रहा है और जब तक इस ओर ध्यान नहीं दिया जाता तब तक हम यह कैसे आशा कर सकते हैं कि हमारे नौजवान आगे बढ़ कर देश की जिम्मेदारियां सम्हाल सकेंगे और देश को उन्नति पथ पर अग्रसर कर सकेंगे और यह कैसे आशा कर सकते हैं कि आगे चल कर वह देश के अच्छे और योग्य नागरिक बन सकेंगे। आज मूल आवश्यकता इस बात की है कि हमारे देश के यह बच्चे जो देश की बुनियाद हैं उनमें अपराध करने की जो प्रवृत्तियां विद्यमान हैं और दूसरे अवगुण हैं, उन अपराधों और दुर्व्यसनों को दूर करने के लिए कदम उठाया जाये और मैं समझता हूं कि जब तक इसके लिए कोई कदम नहीं उठाया जाता तब तक और सब बातें बिलकुल गलत हैं।

यू० एन० ओ० की रिपोर्ट में दिया हुआ है :

> "There are, however, in actual existence very few measures for the prevention of juvenile delinquency and these are found only in major States like Bombay and Madras."

तो प्रिवेन्शन की दिशा में हमारे देश में अभी तक कोई कदम नहीं उठाया गया और इस बात को हमारी सरकार तसलीम करती है, यू० एन० ओ० तक में इस का तजकिरा हो गया कि जापान में बड़ी तरक्की हो रही है, फिलिपाइन्स में बड़ी तरक्की हो रही है, एशिया में और सुदूर पूर्व के जो देश हैं वहां पर बच्चों के लिये बड़े अच्छे अच्छे कानून बन रहे हैं और जापान तथा फिलिपाइन्स उस के आदर्श हैं, लेकिन हमारे देश में पता नहीं क्यों इस बात की ओर कोई ध्यान नहीं दिया जा रहा है और यह एक बड़े आश्चर्य की बात है। हमारे देश के नेता बड़े बुद्धिमान हैं, उन की अक्लमन्दी की चर्चा आज हमारे भारत में ही नहीं, सारे संसार भर में चल रही है। आज इस देश में तरक्की का काम इतनी जल्दी चल रहा है, हमारे देश में दूसरे देशों के बड़े बड़े नेता और प्रधान मंत्री आये, उन्होंने यहां के काम को देखा और आश्चर्य चकित रह गये तथा कहा कि भारतवर्ष में जितना काम पिछले सात, आठ वर्षों में हुआ उतना किसी दूसरे देश में नहीं हुआ, तमाम लोग इस की तारीफ करते हैं, इस की कद्र करते हैं, लेकिन सब से बड़े आश्चर्य की बात यह है कि हम ने इस बात की ओर ध्यान नहीं दिया कि आज हम अपने जीवन में जिस नेतृत्व के नीचे काम कर रहे हैं वह बहुत अच्छा है परन्तु आगे क्या होगा। हम भविष्य की बात सोचते ही नहीं हैं। भविष्य में इस देश को गांधियन सिद्धान्तों पर, पंचशील के सिद्धान्तों पर और अहिंसा के सिद्धान्तों पर ले जाने की जिम्मेदारी हमारी है, क्या हमने कभी इस बात पर विचार किया है कि हमें आज के बच्चों को किस दिशा की ओर ले जाना है? आज यूनिवर्सिटियों के विद्यार्थियों की

अरुण दीक्षित । आज पटना में क्या हुआ ? बम्बई में क्या हो गया ? लखनऊ में जो पिछले साल विद्यार्थियों का स्ट्राइक हुआ, उस का क्या कारण था ? कारण यह था कि जो हमारी शिक्षा की नीति है वह गलत है । जब तक हम शिक्षा में परिवर्तन न कर के बच्चों को इनडिसीप्लिन अर्थात् अनुशासनहीनता सिखलाते रहेंगे, तब तक आप समझ लें कि आप के समाज का जो स्तर है, समाज का जो ढांचा है उस में सुधार नहीं हो सकता है । आज जो हमारा वर्तमान नेतृत्व है वह चाहे भला से भला काम कर जाय, लेकिन आगे का नेतृत्व हमारे उन नौजवानों पर आना है जो आज अनुशासनहीनता का जीवन व्यतीत कर रहे हैं । यदि हम उन के सुधार के लिये अपनी शिक्षा नीति में परिवर्तन नहीं करते, उन की आवारागर्दी को रोकने की चेष्टा नहीं करते और उन को अपराधों से बचाने का प्रयत्न नहीं करते, तो हमारे देश के यह भावी नागरिक दिन पर दिन गिरते जायेंगे । ऐसी स्थिति में हमारे देश की सरकार का कर्तव्य है कि वह इस की ओर ध्यान दे । मैं जानता हूं कि सरकार यह कहेगी कि जेनरल डिलेन्क्वेन्सी को रोकने के लिये, बच्चों के अन्दर की अपराध करने की प्रवृत्ति को खत्म करने के लिये एक चिल्ड्रन्स बिल बन रहा है, वह राज्य सभा में पेश भी किया गया था । लेकिन मैं आप को बतला दूं कि वह जो चिल्ड्रन्स बिल है वह सिर्फ 'ग' भाग के राज्य के लिये बन रहा है । बाकी के सूबों के लिये नहीं है । साथ ही जो उस के अन्दर धारायें हैं वह इतनी कम हैं कि वह बच्चों की समस्या को हल नहीं कर सकतीं । जो बिल बन रहा है वह बच्चों के चोरी करने को और अन्य अपराध करने की प्रवृत्ति को कम करने में कुछ सफल अवश्य होगा, लेकिन उस में बच्चों की आवारागर्दी और भीख मांगने की जो प्रवृत्तियां हैं, उस दिशा में सरकार ने कोई सुझाव नहीं दिये हैं । इस चिल्ड्रन्स विधेयक में तो खास तौर से उस का कोई जिक्र नहीं है ।

The Parliamentary Secretary to the Minister of Education (Dr. M. M. Das): I would like to know if my hon. friend has read the Children's Bill.

श्री एम० एल० द्विवेदी : उस में चाइल्ड डिलेन्क्वेन्सी तो है, लेकिन आवारागर्दी नहीं है । मैं ने पूरा बिल देखा है, उस में अपराध करने की प्रवृत्ति को रोकने के मार्ग तो बताये गये हैं, लेकिन आवारागर्दी और भीख मांगने की प्रवृत्ति के ऊपर उस में बहुत कम बातें हैं ।

Dr. M. M. Das: Any boy or girl found begging in a public place or at the door of somebody's house will be taken charge of by the Government. That is there.

श्री एम० एल० द्विवेदी : लेकिन इस बात की क्या व्यवस्था उस में है कि उन बच्चों के बारे में रिपोर्ट कौन देगा ? आप को पता चले कि फलां बच्चा अपराध करता है, तब सरकार उस को अपने चार्ज में ले सकती है, लेकिन इस की कोई व्यवस्था नहीं है.....

Dr. M. M. Das: There is that arrangement. I want that my hon. fr should read that Bill.

Mr. Chairman: The Bill has already been passed.

The Deputy Minister of Home Affairs (Shri Datar): Passed by the Rajya Sabha. It is now pending here. Did you read the definition of 'neglected child'. That will make it clear.

श्री एम० एल० द्विवेदी : नेगलेक्टेड चाइल्ड वहां है । लेकिन नेगलेक्टेड चाइल्ड की मंशा यह है कि जिस बच्चे के माता पिता ने उस को छोड़ दिया हो और जिस का कोई संरक्षक न हो । लेकिन उन बच्चों के लिये कौन जिम्मेदार होगा जो गलियों में घूम घूम कर भीख मांगा करते हैं और आवारागर्दी करते हैं, उन के सम्बन्ध में क्या होगा ? जो बच्चे अनाथालयों में हैं वह नेगलेक्टेड चाइल्ड नहीं हैं । लेकिन सरकार की ओर से उन के सुधारने की और अनाथालयों को सहायता देने की कोई सुविधा नहीं है । मैं ने अपने क्षेत्र में देखा एक अनाथालय है । उस अनाथालय को गांधी जी ने अपने हाथ से खोला था । उस अनाथालय में

[श्री एम० एल० द्विवेदी]

एक ८५ साल का वृद्ध आदमी हैं जो वारधा में गांधी जी के साथ रहा हैं। वही उस अनाथालय का काम सम्भालता हैं। मैं ने देखा हैं कि वह गांव गांव में भीख मांगता हैं और भीख मांग कर अपने अनाथालय के बच्चों को खिलाता हैं। जिस दिन वह मर जायेगा, उसी दिन वह अनाथलय टूट जायेगा। चूंकि सरकार की तरफ से उसकी सहायता की कोई व्यवस्था नहीं हैं, इस लिए वह चल नहीं सकता हैं। इस देश में इस किस्म के सैंकड़ों अनाथालय होंगे। सरकार उन बच्चों की मां-बाप हैं। हम लोग कहते हैं---जनता कहती हैं कि सरकार हमारी मां-बाप हैं। अगर सरकार हमारी मां-बाप हैं, तो अनाथ बच्चों की तो वह जरूर मां-बाप हैं। अगर अनाथ बच्चों की चिन्ता वह न करेगी, तो फिर कौन करेगा ? मां-बाप का फर्ज हैं कि वे बच्चों की देख-भाल करें। आप कहते हैं कि चिल्ड्रन बिल लायेंगे। मुझे याद हैं कि १९४९ में एक कमेटी बनाई गई थी जिसको यह काम सौंपा गया था कि वह इस बात पर विचार करे कि हमारे बच्चों का क्या होना चाहिए। उसने अपनी रिपोर्ट शायद १९४९ के अप्रैल या मई में पेश की।

एक माननीय सदस्य : दिसम्बर में।

श्री एम० एल० द्विवेदी : हां, दिसम्बर में उसने रिपोर्ट पेश की और उसने सलाह दी कि ये ये काम होने चाहिए। उस रिपोर्ट के आधार पर एक बिल भी बनाया गया। वह बिल बन कर तैयार हो गया और राज्य सभा में पेश किया गया। हो सकता हैं कि इस सदन में भी वह आए। लेकिन अनाथालयों के बारे में जो बिल १९५२ में पेश किया गया था, आज चौथा साल हैं, लेकिन उस के बारे में कुछ नहीं किया गया। मैं कहना चाहता हूं कि जब प्रैस कमीशन की रिपोर्ट आती हैं, तो फौरन उसको विचार करने के लिए इस सदन में लाया जाता हैं। क्यों ? इस लिए कि आप प्रैस से डरते हैं। बच्चे आपको डराने के काबिल नहीं हैं। वे आपको कैसे डरा सकते हैं ? इसी लिए उनसे सम्बन्धित कानून चार साल तक पड़ा रहता हैं। कम्पनीज बिल भी फौरन आ जाता हैं, क्योंकि आप पूंजीपतियों से डरते हैं। मैं देखता हूं कि इस किस्म के बिल बड़ी जल्दी यहां पेश हो जाते हैं। बाज दफा आर्डिनेन्स भी बन जाते हैं। लेकिन मैं पूछता हूं कि आखिर बच्चों ने आपका क्या बिगाड़ा हैं ? कमेटी ने अपनी रिपोर्ट पेश कर दी। इस सदन में तीन तीन मर्तबा उस पर विचार हो चुका हैं। यहां पर सर्वसम्मति से कहा गया कि यह बिल बहुत अच्छा हैं और इसको मन्जूर करना चाहिए। सरकार के आश्वासन देने पर हम ने बिल वापिस ले लिया। वह चिल्ड्रन बिल इस अधिवेशन में भी---इस सत्र में भी---पास हो सकेगा, मुझे इसमें शंका हैं, क्योंकि आपके प्रोग्राम में उसका कहीं जिक्र नहीं हैं। मैं यह जानना चाहता हूं कि जो देश के भावी नागरिक हैं, जिनके ऊपर भविष्य में देश की जिम्मेदारी आने वाली हैं, उनके विषय में जब सरकार इतनी असावधान हैं, इस तरह सस्त हैं, तो दूसरे कामों में उससे क्या आशा की जा सकती हैं ? यह ठीक हैं कि गवर्नमैंट के दूसरे काम भी लाभदायक हो सकते हैं, जिनसे देश तरक्की करेगा, लेकिन मैं समझता हूं कि जिस देश के बच्चे तरक्की नहीं कर सकते, जिस देश की सरकार बच्चों की चिन्ता नहीं करती, उस देश की स्थिति शोचनीय हैं।

इस छोटे से विधेयक में मैं ने बहुत छोटी छोटी बातें रखी हैं। मैं ने इसमें कहा हैं कि जिन माता-पिता या संरक्षकों ने अपने बच्चों को भीख मांगने के लिए छोड़ दिया हो---कहां कहां, वह भी लिखा हैं और मैं अभी पढ़ कर सुनाता हूं---उनको सजा दी जाय। इस बिल में लिखा हैं :

> "....wandering about or begging on trains, in public places, or from door to door by singing songs or otherwise, he as well as his parents or guardian

or protector shall be guilty of committing an offence under this Act."

मेरा कहना यह है कि अगर वे बच्चों को आवारागर्दी करने के लिए या भीख मांगने के लिए छोड़ दें, तो उन पर जुर्म आयद हो जायेगा, और वह अपराध समझा जायगा और उनको सजा दी जायेगी। अगर आप इसको मान लेते हैं, तो मेरा ख्याल है कि सिर्फ इसी कारण बहुत से माता-पिता और संरक्षक अपने बच्चों को भीख मांगने के लिए प्रोत्साहित नहीं करेंगे ।

पंडित डी० एन० तिवारी (सारन दक्षिण) : और जिनके पास खाने को नहीं है ?

श्री एम० एल० द्विवेदी : जिनके पास खाने को नहीं है, उनका इन्तजाम सरकार करेगी, लेकिन इस बिल का अधिकतर सम्बन्ध उन लोगों से है, जिनके पास है और जो फिर भी अपने बच्चों से भीख मंगवाते हैं। मैं जानता हूं कि झांसी में एक व्यक्ति रेलवे में कर्मचारी है। वह खुद नौकरी करता है और बच्चों को भीख मांगने के लिए भेजता है। वे दिन भर में एक दो रुपए इकट्ठा करते हैं और बाप को दे देते हैं, तब उनको खाना मिलता है। अगर वे कुछ नहीं देते, तो उनको खाना नहीं मिलता है। इस किस्म के सैकड़ों बच्चे रेलों में मिलेंगे जो वहां भीख मांगते फिरते हैं और उनके माता-पिता और संरक्षक कमाते हैं। इसका कारण यह है कि रेलवे में भीख मांगना बड़ा आसान है। उसमें बच्चे मुफ्त आ जा सकते हैं और लोग समझते हैं कि गरीब हैं, इनको कुछ दे दो। इस लिए मैं समझता हूं कि जब तक हम इस प्रथा को कानूनन बन्द नहीं करेंगे, इस के लिए कोई सजा नहीं मुकर्रर करेंगे, तब तक वह बन्द नहीं होगी। यही छोटी सी बात मैं ने यहां रेज की है—कोई बहुत बड़ी बात रेज नहीं की है। मैं चाहता हूं कि जिन लोगों के द्वारा बच्चों से ऐसे अपराध कराए जाते हों, उनको सजा दी जाय। अगर सरकार इसको मान लेती है, तो मेरे ख्याल में यह बहुत अच्छा होगा।

मेरे पास बच्चों के सम्बन्ध में बहुत सा मसाला है। मैं यह जानता हूं कि यह एक ऐसा विधेयक है, जिसमें सदन के बहुत से सदस्य दिलचस्पी रखेंगे और इस के बारे में बोलना चाहेंगे। इस लिए मैं यह चाहता हूं कि इसके पहले कि मैं इस बारे में और प्रकाश डालूं, यह अधिक अच्छा होगा कि दूसरे सदस्यगण भी अपने विचार प्रकट करें और अगर मैं ने कोई बात गलत कही हो, तो उसको साफ कर दें। उसको मैं स्वीकार करूंगा। मेरी मंशा केवल यह है कि इन बच्चों के सम्बन्ध में आप अवश्य कोई उपाय करें। वह अगर आप अपने बिल में कर रहे हैं, तो अच्छा है। प्रश्न यह है कि अब आगे क्या करेंगे ? मेरा विचार है कि इस बीच उसको फिर राज्य सरकारों के पास विचार करने के लिए भेज दीजिए। इस बीच में जो इन के विशेषज्ञ हैं, जो अनाथालयों को चलाने वाले हैं, जो उन के संरक्षक हैं उन की राय मांगनी चाहिये और उन से यह पूछना चाहिये कि जो बिल बना है और इस में जो धारणा हम ने बनाई है उस में वे लोग और कितना सुधार चाहते हैं। मैं यह इसलिये जरूरी समझता हूं क्योंकि बच्चों के बारे में जितनी ज्यादा से ज्यादा अच्छी बातें हम कर सकें उतना ही अच्छा है। जो बिल हमारे सामने आया है उस में बहुत ज्यादा त्रुटियां हैं, बहुत ज्यादा कमियां हैं और उन त्रुटियों व कमियों को हमें दूर करना चाहिये। इस लिए इस बारे में आप राज्य सरकारों से राय लीजिये, विशेषज्ञों से राय लीजिये और राय लेने के बाद इस बिल को अन्तिम रूप दीजिये और फिर अगले सेशन में, अगले सत्र में, इस बिल को पास करवाने के लिए शीघ्रतापूर्वक कदम उठाइये। यदि सरकार यह करती है तब तो मैं समझूंगा कि सरकार की मंशा ठीक है नहीं तो मुझे सरकार की मंशा पर शक ही होगा।

Mr. Chairman: Motion moved:

"That the Bill to make provision for the prevention of juvenile vagrancy and begging, be taken into consideration."

Dr. Rama Rao (Kakinada): I am glad that this Bill brings forth a serious problem before the House which exists in this country today, but I do not agree with the provisions of the Bill—but that is secondary. The main problem is about children and particularly orphans, which the State has been neglecting, and criminally neglecting, and if anyone has to be sent to jail according to this Bill I think the State represented by the Home Minister ought to be sent to jail; because there is nothing more intolerable than to find the State ignoring the care of children in general and the orphans in particular. I feel very strongly, Madam, as you and many other Members of this House feel about this question of orphans.

We are a welfare State; that is very good. We have been spending crores of money on many institutions and many show places. Take for instance the city of Delhi. You are spending nearly Rs. 25 lakhs on the New Delhi railway station which is merely for show and there is not so much of immediate urgency about it; but when you want to spend money on an orphange—say 5 or 10 lakhs of rupees—you have no money. Take this postage stamp exhibition on which the Government has spent Rs. 10 lakhs whereas they could have built a beautiful orphange with that money. Today in answer to a question one of the Ministers said that Rs. 57 lakhs was being spent on building a hostel. Of course, hostels are very important but still when you want an orphange you have no money. You have written off Rs. 72 crores as far as Burma is concerned—Rs. 48 crores debt and Rs. 24 crores accumulated interest under one name or another; I do not want to go into the details. By all means be liberal to good friends like Burma; but when I think of our orphans fighting with dogs for a morsel of food and begging in the streets I consider that our Government—I am not speaking as a member of the Opposition—is criminally neglecting our children and we are responsible for this. Therefore, the State should realise that the responsibility of children in general and orphans in particular is its first charge and then only it should look after show places and other things. The sooner the State realise this the better. My hon. friend Shri M. L. Dwivedi has raised the issue about these orphans but he did not bring it out in a sufficiently strong way. I wish a law is passed so that no orphans are allowed to be left uncared for and the State must be made responsible for it. Every district in the country requires an orphanage. At present how many orphanges are there? Probably, there are a few in U. P. and one or two here—I am speaking of the orphanages run by the State. I do not blame the orphans for begging. It is the State which should realise its responsibility. It should realise that its first responsibility is to spend the money on the orphans first and then see to other things. I consider the care of orphans as very important and it is very necessary that the State takes up this subject.

There is the Social Welfare Board but it does not run even a single orphanage. It gives charity; distributes money all over the country, but does not run even a sigle orphanage. I know one institution which cares for the orphans and which gets some contribution from the Central Social Welfare Board. The boys of that institution get into buses in a singsong way and beg. They beg from one end of the town to the other end. In this Bill it is said that the children who beg and their guardians must be punished. I think that such orphanages as well as the Central Social Welfare Board which contributes to that orphanage must be all prosecuted under this Bill. I certainly support it. Therefore, unless we do something more seriously and more systematically and see that the State takes up the job nothing can be achieved. By 'State' I mean the Central Government and the State Governments combined. The States should start orphanages at least one in each district.

otherwise this problem cannot be solved.

Combined with this problem there is the question of prostitution. Most of the prostitution houses get their recruits from orphans and neglected children. Unless you give protection to the neglected children, naturally, they have to fight for their food. You cannot expect them to commit suicide, though some of them do. They will try all sorts of means to earn a living including prostitution. On a previous occasion I referred to a judgement of the Madras High Court where the father killed his two sons due to extreme poverty. He could not tolerate the sufferings of his children and therefore he stabbed them to death. On that case the High Court recommended clemency. This was a very strange case. It is not that all fathers can kill their children because they are not able to see them suffer due to poverty. They send their sons and daughters for begging.

Therefore, what I mean to say is that, in a country where the children have to fight with dogs for a morsel of food; where orphans are neglected and are not taken care of, the State is criminally—I repeat it—neglecting its duty by not providing the necessary institutions. I am not satisfied if the State gives Rs. 2000 or Rs. 10,000 or even Rs. 1 lakh to this or that institution. Of course, there are institutions which are doing very creditable work all over the country; but there are more institutions which are doing this work in a slip-shod manner. But, apart from this, my charge —I repeat it a hundred times—is against the State for neglecting its duty and not taking care of the orphans in particular and the children in general. You know we have to care for our children like the apple of our eye. But, in this country, unfortunately, the children are the most neglected section of society.

Now, I want to refer to our Prime Minister's birth day which is celebrated in Delhi and other places. It is good. I like it. The Prime Minister's birth day should be associated with children; but, unfortunately, the whole thing becomes a show. I would like to have Chacha Nehru to be Chacha Nehru of the orphans. Every State should present Chacha Nehru with an orphanage on our Prime Minister's birth day and there should not simply be a show of roses and other things. It is not that I am opposed to it but we must do something more substantial and more real in the case of our children. If you associate with our hon. Prime Minister's name the care of children about which, we all know, he is very much interested, then something more substantial should be done. Therefore, I am sure, the hon. the Deputy Home Minister will find some means of giving directives to the States that orphanages should be started, at least one in each district and presented to the Prime Minister on his next birth day.

6 P.M.

Shri T. B. Vittal Rao (Khammam): He will spend money on police.

Mr. Chairman: Does the hon. Member want to continue for some more time? It is already six o'clock.

Dr. Rama Rao: Yes.

Mr. Chairman: Then he may continue on the next day.

The Lok Sabha then adjourned till Eleven of the Clock on Saturday, the 20th August, 1955.